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ABSTRACT

Boutwell Crane Moseley Associates (BCMA) was retained by the National Institute of Education (NIE) to study NIE's dissemination procedures, especially the Publishers Alert Service (PAS), and make a report with recommendations. The scope of work was broken down into six principal tasks: (1) an analysis of the current PAS effort; (2) an analysis and evaluation of the alternatives to PAS; (3) an analysis of special problems associated with "thin market" products; (4) an analysis of the potential role publishers could perform in a consultant or working arrangement with NIE in regard to new development activities; (5) review of consumer interest and issues that should modify or constrain any of the previous policy recommendations; and (6) prepare a final summary of all the recommendations and activities required in the other five tasks. The appendices contain: (1) special study of the use of PAS by developers other than laboratories and centers; (2) examples of alternatives to PAS; and (3) reports of counseling sessions with NIE staff members. During the course of their work, BCMA conducted interviews with NIE staff members, regional laboratories, research and development centers, other product developers, publishers, and consumers. Lists of specific individuals and organizations contacted by BCMA, tables, examples, and other information relevant to the project are included throughout the report. (JPF)

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RELATIONSHIPS AMONG THE NATIONAL INSTITUTE OF EDUCATION, FEDERALLY-FUNDED EDUCATIONAL RESEARCH AND DEVELOPMENT AGENCIES, AND COMMERCIAL PUBLISHERS

FINAL REPORT

BEST COPY AVAILABLE

An introduction, six reports,
and three appendices, covering
Tasks I through VI, prepared
for the
NATIONAL INSTITUTE OF EDUCATION
under
Contract No. 400-76-0086

BCMA Associates, Inc.

February 25, 1977

52 Vanderbilt Avenue
New York, N.Y. 10017
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IR005008

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Contract No. 400-76-0086

INTRODUCTION
to
TASKS I - VI

Contract No. 400-76-0086

INTRODUCTION

to

TASKS I - VI

Background

Conversations about this assignment began with Mr. Lawrence Hutchins and others at NIE in August 1975 and were resumed in late February 1976. Early in March BCMA received from Mr. William C. Sullivan a Scope of Work, in response to which BCMA submitted a Tentative Proposal on March 29. This was reviewed and discussed at a meeting in Mr. Patrick Noone's office on April 2, involving Mr. Noone and Dr. Richard Lallmang of NIE and Emerson Brown, John Lloyd, and Cameron Moseley of BCMA. Mr. Hutchins, who could not attend, was represented by a detailed memorandum, containing comments and questions on the Tentative Proposal. On April 23, BCMA submitted a formal proposal, which was amended in BCMA's letter of May 5. This letter became the basis of Contract No. 400-76-0086, with an effective date of June 1, 1976, and a termination date of November 16, 1976. On September 28 the contract was extended to March 1, 1977, to enable BCMA to complete additional tasks described in BCMA's proposal of September 16. This proposal had been submitted in response to a Work Effort sent to BCMA by Dr. Lallmang, who had been BCMA's Project Officer since the beginning of the assignment. As of October 27, 1976, Dr. Lallmang was succeeded as BCMA's Project Officer by Mr. Morton Bachrach.

Accomplishing Tasks I - VI

The six tasks to be completed by BCMA under the first portion of Contract 400-76-0086 are briefly described as follows in the Scope of Work:

Task I. An analysis of the current PAS effort.

Task II. An analysis and evaluation of the alternatives to PAS.

Task III. Analysis of special problems associated with "thin market" products.

Task IV. Analysis of the potential role publishers could perform in a consultant or working arrangement with the Institute in regard to new development activities.

Task V. Review of consumer interest and issues that should modify or constrain any of the previous policy recommendations.

Task VI. Prepare a final summary of all of the recommendations and activities required in the foregoing sections.

Between the beginning of June and the end of November 1976, Emerson Brown and Cameron Moseley of BCMA spent most of the time devoted to this assignment interviewing representatives of regional laboratories and centers, other developers, educational publishing executives, and consumers (i.e. school administrators, supervisors, teachers, and other educators). A tabulation of these interviews follows:

	Specified in amended proposal	Organizations interviewed	Individuals interviewed
NIE staff members	10(a)	1	17
Laboratories and centers	9	10(b)	37(b)
Other developers	5	7	10(c)
Publishers	20	33(d)	51(d)
Consumers	15	--	16(e)
			131

(a) refers to Associate person-days to be used for interviewing

(b) BCMA also has been in close touch with another laboratory but has not formally interviewed staff members concerning this project.

(c) As explained in the Appendix to Task I, these interviews were supplemented by a special mail and phone study conducted mainly by William Boutwell of BCMA.

(d) includes one publishing trade association plus Systems Development Corp.

(e) These specific interviews were supplemented, as explained in the Task V report, by recollections of talks with hundreds of consumers spread over a period of years, and by comments from many developers and publishers who also have been consumers.

BCMA also had full access to NIE files and read and analyzed, during the course of this assignment, a great variety of relevant documents, starting with the Copyright Guidelines and ranging from brief memoranda to lengthy, complex studies. Many of these were called to BCMA's attention by persons being interviewed.

Because of the time spent making acceptable arrangements to extend the contract (noted above), the temporary illness in early December of both Emerson Brown and Cameron Moseley, the difficulties of scheduling and conducting interviews on convenient dates for all concerned, and the complexity of the tasks themselves, it proved to be impossible to submit completed reports on the original schedule covering Tasks I through VI.

An incomplete draft version was, however, completed on December 30 and submitted on January 3, and a preliminary final version was completed on January 24 and submitted on January 25. The final report reflects comments and suggestions made at a meeting in Dr. Senta Raizen's office on February 3, involving Dr. Raizen, Lawrence Hutchins, Morton Bachrach, Dr. Susan Klein, and Mildred Thorne of NIE, and Emerson Brown and Cameron Moseley of BCMA, and further discussion between Mr. Bachrach and Mr. Brown on February 8 and 9.

Commercial publishers

The term "commercial publishers" used in this study covers perhaps as many as 1,500 companies that produce and market instructional and informational materials of many different kinds, purchased for the use of students and faculties in schools (pre-kindergarten through grade 12), the major area with which these reports are concerned, and in college and university departments and schools of education. Many of these estimated 1,500 companies are, however, autonomous or semi-autonomous divisions or subsidiaries of larger companies.

School (or "el-hi") publishers and producers*

In publishing parlance "school publishers and producers" (often called "el-hi publishers") are the companies that produce and market materials in a variety of media designed for student use as classroom texts in pre-kindergarten through grade 12. The companies in this group range from about a dozen very large firms (by the standards of a relatively small industry), each with annual sales of $20 million and up, that produce multi-grade, multi-component, multi-media programs in several different curriculum areas (almost always with basic textbooks at the core) to dozens of very small companies each with annual sales under a million dollars that produce only a few products aimed at some special segment of the school market, such as special education, career education, bi-lingual education, etc.

The products of these companies include: basic textbooks (clothbound or paperbound); supplementary printed materials (paperback books, booklets, and periodicals); audio-visual materials (moving pictures, filmstrips, audio-tapes, transparencies, etc.); multi-media kits; educational games and toys designed for classroom use; standardized tests. Teacher aids and other "educator education" materials produced by these companies are usually related directly to the pupil-use items and are most commonly furnished to teachers without charge.

The larger companies rely for their marketing efforts primarily on salesmen and consultants, supported by sales correspondents, direct-mail promotion, journal advertising, and attendance at exhibits. The very small companies, however, rely entirely on some combination of direct-mail promotion, sales correspondents, journal advertising, exhibit attendance, phone selling, and selling through dealers and distributors. (In a number of these companies, teacher-use products are sold along with student-use products). The companies in between rely on various combinations of a few salesmen and the other methods noted above.

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* "producers" usually implies non-print materials - phonograph records, cassettes, manipulative items, etc.

All companies in the school publisher/producer group must be prepared, as a regular cost of sales, to supply examination copies at no charge and/or to establish on-approval ordering procedures (particularly for expensive audio-visual materials and multi-media kits) so that teachers and supervisors may inspect their products before making purchase decisions. Many of these companies, the larger ones especially, also furnish consultant service without charge. The cost of all these "free" materials and services must be recovered, however, in the pricing of the products that are actually purchased.

Other commercial publishers

Many hundreds of other publishing companies, large and small, sell portions of their list of products to schools, and to college and university departments and schools of education. These products include: "educator education" materials (methods textbooks, other professional and scholarly books, special studies and reports); dictionaries, encyclopedias, and other reference works; clothbound or paperbound "trade" books (general books for children and adults) purchased for supplementary text or library use; "entertainment" and documentary films; general and special-interest periodicals.

The larger companies usually have sizable "school and library divisions," sometimes spear-headed by sales representatives, but in the smaller companies "school and library division" may mean little more than an occasional mail-order campaign for a product that, by design or accident, turns out to have a school and school-of-education market. Most of the companies in this large and diverse group rely for school and college marketing mainly on mail-order promotion, journal advertising, and sales through dealers and distributors.

In many cases, methods textbooks and other professional books that are sold as student-use textbooks by sales representatives of college departments are sold to schools through mail-order promotion by "school divisions" for reference, or in-service-training and workshop use.

Publishers selling to the educational market have found that direct-sales efforts designed primarily to sell products in multiple quantities for student text use in classrooms cannot be combined successfully with sales efforts designed to sell products in limited quantities for student reference or faculty use. For this reason a "school division" that produces and sells materials for student use may be completely independent, in the same company, from a "school and library department" set up in another publishing division to sell only a certain portion of its list to schools.

Other kinds of publishers

Many other organizations supply instructional and reference materials to the educational market. These organizations include university presses, professional and trade associations, special-interest associations and institutes, government agencies, and the "educational divisions" of many corporations. Some of these materials are sold at prices comparable to those of commercial publishers; others are sold "at cost" or are given away.

School budget limitations

Publishers of all kinds selling instructional and informational products to schools are competing for a market that totaled, in the school year 1975-1976, an estimated $1.4 billion. This looks like -- and indeed is -- a large sum, but it looks considerably smaller when expressed as a percentage of total school operating expenses of upwards of $70 billion (less that 2%) or as an average amount per student (about $28). And the $1.4 billion (less than the annual sales of dozens of major corporations) is divided up among many hundreds of companies, about a dozen of which account for nearly a third of the total.

The funds available to schools for the purchase of instructional materials for students and aids for teachers are relatively small. The personal funds that teachers and supervisors have available for the purchase of professional books are minimal. In such a budget-limited climate, funds to satisfy genuine interests, needs, and demands -- even pressing demands -- by the schools for instructional materials are often lacking. And, in such a climate, many worthwhile projects that publishers would like, for educational reasons, to undertake must, for business reasons, be rejected or indefinitely postponed.

Implications for developers

The extraordinarily varied and complex nature of the segment of the publishing industry that furnishes materials to schools and the limitations of school budgets have important implications for all developers, but particularly for developers seeking publishers for "thin market" materials. These implications are discussed at length in the Task III report, and are touched upon in the other reports.

Nature and importance of this assignment

BCMA not only believes it was particularly well qualified to carry out this assignment but also has a particular personal interest in it. Several of BCMA's Associates -- especially William Boutwell, Emerson Brown, and Cameron Moseley -- have been deeply involved, as publishers, in developer/publisher relationships since the beginning in the late 1950's of the federally-funded development projects. These same Associates, as consultants, have worked with various laboratories and centers and other non-profit organizations in assisting them (sometimes successfully) to find suitable publishers. In addition, they have known and worked with literally thousands of consumers over many decades, and they have, as individuals, a deep personal commitment to education at all levels, but particularly in the public schools of this country. They also believe, in the words of one developer among those interviewed, that the major mission of federally-funded developers is "to work with publishers to create and distribute better instructional materials."

BCMA hopes earnestly that these reports will help NIE to help developers achieve this important goal.

A word of appreciation

In concluding this Introduction, BCMA wishes to express its special appreciation to all the people interviewed for the full and courteous cooperation extended to us, and particularly to Dr. Richard Lallmang and Mr. Morton Bachrach for their patience and help throughout. This assignment has been pleasant and rewarding as well as stimulating and demanding.

Supplement to Report Entitled

RELATIONSHIPS AMONG THE NATIONAL INSTITUTE OF EDUCATION, FEDERALLY-FUNDED EDUCATIONAL RESEARCH AND DEVELOPMENT AGENCIES, AND COMMERCIAL PUBLISHERS

Prepared under
Contract No. 400-76-0086

BCMA Associates, Inc.

March 11, 1977

52 Vanderbilt Avenue
New York, N.Y. 10017
Telephone (212) 683-8262

Organization and individuals interviewed by BCMA

National Institute of Education	Number of individuals interviewed	
	17 - Bachrach, Chalker, Cunningham, Hodgkinson, Hutchins, Klein, Lallmang, McCord (Anacostia); Milrod, Noboa, Penney, Raizen, Muraskin, Schaffarzick, Sealey, Sticht, Tucker.	

Regional Laboratories (7)

CEDar	1	
CEMREL	8	
Far West	6	
Northwest	6	
Research for Better Schools	2	
Southwest Educational Development Laboratory	4	
SWRL	1	
Total		28

esearch and Development Centers (3)

Center for the Study of Evaluation	3	
Research and Development Center for Teacher Education	2	
Wisconsin Research and Development Center for Cognitive Learning	4	
Total		9

Other developers (7)

American Institute for Research, Palo Alto	2	
Battelle Institute, Columbus, Ohio	1	
Bureau of Educational Cooperative Services, Nassau County, New York	1	
Educational Development Center, Newton, Mass.	2	
Institute for Curriculum Development Boston University	2	
National Association of Industry Education Coop.	1	
New York University	1	
Total		10

Publishers (33)	Number of individuals interview
ACI Media	1
Addison-Wesley Publishing Co.	2
Allyn & Bacon	1
American Book Company (Litton)	2
Association of American Publishers*	1
Benziger Bruce & Glencoe (Macmillan)	1
Bowmar Publishing (Thomson Ltd.)	1
Citation Press (Scholastic)	1
Doubleday Multimedia	1
Encyclopaedia Britannica Educational Corp.	1
Fearon Publishers, Inc. (Pitman)	1
Follett Publishing Company	1
Ginn and Company (Xerox)	2
Harper & Row, Publishers	1
Houghton Mifflin	2
Imperial International Learning Corp.	3
Macmillan Publishing Co.	2
Mafex Associates	1
McDougal, Littell & Company	2
McGraw-Hill	1
McKnight Publishing Co.	1
Materials for Today's Learning	2
National Educational Laboratory Publishers	1
Rand McNally & Company	1
Random House School Division (RCA)	1
Sage Publications	2
Scholastic Magazines	2
Science Research Associates (IBM)	2
Silver Burdett (Scott Foresman)	3
Systems Development Corporation **	2
Steck-Vaughn (Intext)	1
Viking Press (Penguin)	3
Webster (McGraw-Hill)	3
Total	

* trade association
** contractor for PAS

Consumers (17)

Dr. M. L. Brochette, Commissioner of Education, Texas

Mrs. Virginia Cutter, Director of Dissemination, Texas

Dr. Dorothy Davidson, Associate Commissioner of Education, Texas

Dr. O. L. Davis, Jr., Professor of Social Studies Education, University of Texas

Joseph Diamond, science and mathematics teacher, Britanny Junior High School, University City, Missouri

Norman Draper, Principal, Wilson Elementary School, Janesville, Wisconsin

Dr. Roy E. Harkin, Professor of Education, University of North Carolina, Wilmington

Marlene Knobbe, music and theater arts specialist, Edgar Road School, Webster Groves, Missouri

J. Henry Perry, Jr., Director, Division of Textbooks, Texas

Dr. Calvin Schlick, Associate Superintendent of Schools, Mamaroneck, New York

William Stevens, Social Science Supervisor, Wichita Public Schools

Dr. Murray Stock, Science and Mathematics Supervisor, Greenwich, Connecticut, Schools

Dr. Barbara Thompson, State Superintendent of Schools, Wisconsin

Dr. Gladys Unruh, Assistant Superintendent of Schools, University City, Missouri

Guy West, Division of Textbooks, Texas

Dr. Nancy Wyner, Early Childhood Department, Wheelock College, Boston, Mass.

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TASK I

AN ANALYSIS OF
THE CURRENT PAS REPORT

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Prepared by BCMA Associates, Inc. for the National Institute of Education under Contract No. 400-76-0086.

February 25, 1977

TASK I

AN ANALYSIS OF THE CURRENT PAS REPORT

Brief history and description of PAS

A USOE memorandum dated April 13, 1970, entitled "Summary of Meeting on Publisher's Alert System (NYC March 31, 1970)," opens with this statement:

> "The idea of a systematic alerting service to inform publishers early about OE-supported development projects came from a December 1969 meeting involving OE staff and publisher association representatives. The meeting held in New York City, March 31, 1970, followed."

The March 31 meeting was attended by five educational publishers, a university press publisher, three representatives of publishers' trade associations (one from each association), a publisher of a newsletter addressed to educational marketers, five persons from four different regional laboratories and research and development centers, a representative of LEASCO, and three members of the OE staff.

A copy of this memorandum follows immediately in this report (pages 2-5). The comments, suggestions, questions, and recommendations summarized on pages 2 and 3 of the memorandum indicate that virtually all the characteristics of, and all the problems connected with, the nature and eventual operation of the Publishers Alert Service were foreseen and understood by various members of this diverse group.

A major developer, responding a few months later to a widely-distributed request for comments on the Publishers Alert Service-Developer's Product Data Form, summarized the characteristics and problems in this way:

> "Our experience indicates that accomplishing the objectives will require attention to a deceptively complex set of technical and institutional structural relationships. ... Any form, irrespective of design, is likely to be a simplistic response to this desirable but terribly complicated objective."

APPENDIX B.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

Date: April 13, 1970

Reply to Attn of: DASPRE/OID

Subject: Summary of Meeting on Publisher's Alert System (NYC March 31, 1970)
Office of Information Dissemination, U.S. Office of Education

To: See addressees below

Background

The idea of a systematic alerting service to inform publishers early about OE-supported development products came from a December meeting involving OE staff and publisher association representatives.

The meeting held in New York City, March 31, 1970 followed.

The attached outline, "Outline for Publisher's Alerting Service", March 20, 1970, sets forth the objectives and a strategy for the projected service.

The March 31, 1970 meeting

Three groups of attendees participated:

(10) Publisher representatives:
Vincent Alexander, Holt, Rinehart and Winston ✓
William Jones, Educational Development Corporation ✓
Eliot Minsker, Knowledge Industry Publication
John Vance, McGraw-Hill Book Company ✓
Alden Clark, American Association of University Presses
Robert Barnes, Columbia University Press ✓
Frank Anderson, Encyclopedia Britannica ✓
Paul Zurkowski, Information Industry Association
Emmaret Bates, Litton Educational Publishing, Inc. ✓
Austin McCaffrey, American Educational Publishers Institute

(5) REL and R&D Center representatives
John Yeager, Learning Research and Development Center
Robert Dentler, Center for Urban Education
Lila Walz, Center for Urban Education
James Walters, Wisconsin Center for R&D for Cognitive Learning
John Cantwell, Division of Educational Laboratories, NCERD/OE

OE staff
Morton Bachrach
Thomas Clemens
Lee G. Burchinal

LEASCO representative
Ted Broadhurst

Recommendations

1. Robert Dentler, from CUE, raised seven objections to the proposed service, namely:

a. The alert system will transmit second and third-hand data lacking in accuracy and qualitative significance.

b. The alert system will generate new confusion and costly interchange as publishers seek clarification from labs and centers and as they build up false hopes about prospects.

c. The alert system will duplicate existing program reporting requirements designed by USOE/DEL.

d. The alert system will locate vitually all burden for message preparation upon the labs and centers, yet message sending will be controlled by USOE/OID.

e. The system is not a truly two-way device: it does not inform labs of publishers' activities and products that would benefit both sets of agencies.

f. It does not foster free, creative and flexible, two-way communication in that lab and center inputs are monitored by USOE.

g. The system is over-elaborate for 15 labs and 9 centers.

These were later transmitted to Dr. Larry Fish, head of the REL directors in a letter of April 1, with the counter suggestion that the interface between Labs and Centers be handled by the new Information Officer of the Lab and Center Conference.

2. The publisher representatives did not share Dr. Dentler's view. They endorsed the projected alerting service and offered suggestions for ensuring its effectiveness.

3. Publisher representatives offered the following recommendations for data elements:

a. A clear statement of objectives, as concrete as possible.

b. Definition of the target population, with at least some preliminary analysis of the market--who will be the buyers, how many, how distributed, how reached.

c. Description of the program; what conceputal approach is used.

d. Description of the early plan for the system, what print and nonprint components are to be included; what are the cost factors per component, for the system; how available is the equipment used in the system.

e. Description of the time scale for delivery for the product, system, and its components.

f. Revision schedule; how often; under what conditions.

g. Validation data; what test data are there; how hard.

h. Data on amount and type of teacher retraining required to use the product or system effectively; what commitment can the developer make to support of retraining efforts; what support could be found under local or Federal auspices.

i. Uniqueness of the product or system, what related systems or products are there; how is this one unique; will it remain so.

4. Other publisher suggestions included:

a. Use a news gathering technique for identifying and collecting needed information.

b. Timely and accurate information is much superior to comprehensive reporting.

c. Arrange for periodic updating of the alert. A single source that aggressively pursues the information and obtains the updated information will be superior to a system that relies on information supplied through administrative channels..

d. Reporting should include any tentative RFP schedule; when ready, released, proposals due, selection period; when products will be ready.

5. AEPI was willing to act as the agent for transmitting the alert information to publishers. Burchinal agreed, but added that other channels could be used as well, such as Publisher's Weekly, Educational Marketer and others.

6. The group also recommended that the reporting service be developed for use by OE staff and contractors as well as by publishers.

7. Finally, the group agreed that alternatives for collecting the needed information should be explored. In particular, the annual comprehensive REL reports and R&D Center reports should be exploited before additional data is sought, and, if possible, the nonprint form (now in test stage) and the alerting service should be combined.

Next steps

1. Alternatives will be considered for collecting and packaging the information. LEASCO will be given added funds to undertake this work, beginning in FY 1970.

2. Implementation will await LEASCO's report, including results of a test run-through, from collection and processing of information, through transmission, via AEPI, to publishers.

3. Further input on implementation will be sought from NCERD and RELs and R&D Centers.

Lee G Burchinal

Lee G. Burchinal
Acting Assistant Commissioner
Office of Information Dissemination

Addressees:

Michael Marge
Austin McCaffrey
Paul Zurkowski
Howard Hjelm
John Cantwell
Morton Bachrach
Thomas Clemens

The aims of PAS are stated clearly in a descriptive folder prepared in 1973 for the information of developers:

> "The objective of the Publishers Alert Service is to announce to the publishing industry the availability for publication and marketing of educational materials developed with funding from one of the Education Division components ... (It) is part of the Copyright Approval Program, which is intended to facilitate the marketing of educational materials ... marketing of materials under copyright is authorized for a limited time, to encourage private firms to undertake the publication and distribution of these products. Publishers are selected on the basis of proposals submitted."

Between August 1970 and October 1970 the first four PAS announcements were distributed under a pilot-operation contract with LEASCO. Between July 1972 and January 1976, when PAS was suspended, 97 additional PAS announcements were sent out under a contract with Systems Development Corporation (SDC), negotiated after competitive bidding. All told, 101 announcements were sent out describing 101 products of 68 different developers. Eight laboratories and centers and four other developers used PAS two or more times; six laboratories and centers, and 50 other developers used it only once. The following table summarizes the frequency of PAS usage:

(1)	(2)			(3)
Number of times PAS used by a single developer	Number of developers using it that many times			Total
	Laboratories	Centers	Other developers	
7	1	0	0	7
6	3	0	0	18
3	1	1	2	12
2	0	2	2	8
1	4	2	50	56
TOTALS ------------------	9	5	54	101

Each PAS announcement was printed in a standard one-sheet, two-page format, which was modified on two occasions, slightly with PAS 72-01, and considerably with PAS 73-27. PAS 76-97, prepared by SDC and issued in January 1976, nevertheless bears a distinct family resemblance to No. 70-0001, prepared by LEASCO and issued in August 1970.

The procedures under the SDC contract (1972-1976) worked as follows. A developer wishing to use PAS filled out a standard data form describing the product. This was sent to NIE for approval. It was then forwarded to SDC, where first-draft copy was prepared as soon as possible and sent to the developer for comments and suggestions. These were communicated to the contractor by correspondence and/or phone, after which second-draft copy was prepared by SDC. This revised draft was sent by SDC to NIE, where it was checked to see that all necessary elements had been covered, and then forwarded to the Public Affairs Office for final review. Any changes resulting from the checking and review were communicated to SDC, usually by phone, after which SDC produced camera-ready copy (which could include line drawings and half-tones) and sent it to NIE for printing and distribution.

It was reproduced by NIE, using government printing services, and then mailed. Initially the mailing was accomplished by sending copies of each announcement in bulk to the three industry trade associations for distribution to all members -- the Association of American Publishers (AAP); the Educational Media Producers Council (EMPC), now the Association of Media Producers (AMP); and the Information Industries Association (IIA). Beginning in mid-1973, however, it was sent to an expanded computerized mailing list prepared by SDC under a contract extension, using as a base the AAP, EMPC, and IIA lists.

Names on the SDC mailing list finally ran to a total of slightly more than 400. If subsidiaries are counted as separate companies, the mailings were eventually being sent to 373 publishing organizations, including university presses. The difference between this figure and the total is accounted for by the listing of more than one name for a few organizations and by a few miscellaneous entries.

Comments like the following, made in October 1970, suggested that, at least from the point of view of publishers, PAS would attain its objective:

> "We are sorry, indeed, to learn that this is the last announcement of the PAS pilot operation and hope very much that OE will decide to continue the program ... publishers have been unusually enthusiastic about this program. It is the general feeling that the PAS announcements are well conceived, arresting in format, and excellent in presentation of the material, giving any potential publisher the necessary information to decide whether or not he is interested in the project."

Of the 101 PAS announcements that were distributed, 43 described the products of regional laboratories and research and development centers. Many of these products were multi-component, multi-grade programs designed for per-pupil-use in the elementary grades. The remaining 58 announcements described the products of single-project (or at the most two-or-three-project) other developers, usually organized on a task-force basis to accomplish a specific objective. A large number of these products, but by no means all, were single-component, print-medium items designed for "educator education."

Interpretations of PAS objectives

The objectives of PAS were derived from a serious attempt to reach a consensus among developers and publishers concerning what was needed. They were clearly stated initially, and later re-stated. A 15-page bulletin issued by NIE in August 1975, containing information in question-and-answer form about the Copyright Program, includes this explanation of PAS:

> "10. What is the Publishers Alert Service (PAS)?
>
> The Publishers Alert Service (PAS) is a part of the Copyright Program Activities. It is an announcement mechanism intended to inform publishers across the country of individual products seeking publishers. Each announcement is prepared by NIE's PAS contractor. The grantee or contractor pays nothing to use PAS and the announcement must have the approval of the grantee or contractor before it is issued. Any grantee or contractor wishing to utilize PAS need only complete a PAS data form and submit it with its request for copyright authorization in lieu of the list of publishers to be solicited."

Although the Copyright Guidelines, as well as the statement quoted above, make it quite clear that PAS was an optional service, this fact does not appear to have been clearly understood by everyone in the developer and publisher communities. A few developers appear to have been under the impression that they were required to use PAS if they were seeking a commercial publisher. A few publishers, on the other hand, seem to have believed that, through PAS, they would be receiving notices about all potentially-publishable products being developed with government funds. And some developers, OE-NIE staff members and publishers apparently believed that PAS announcements were reaching more or less everyone in the educational publishing community. "It assures me," said one developer, "because it is distributed to so many educational publishers, that I am covering the field when I use it." Another developer stated: "PAS as a procedure for obtaining dissemination avenues is highly useful because of its ability to reach publishers (small and large) throughout the nation."

NIE naturally turned to the publishing community for guidance and help in the distribution of the announcements. Initially they appear to have concluded that distribution through AAP, EMPC (now AMP), and IIA would assure PAS of reasonably wide coverage. They subsequently arranged, as noted previously, to have the PAS contractor take over and expand the mailing list. NIE probably felt they had achieved reasonably wide coverage. They certainly never claimed, however, that complete coverage had been attained, nor indeed ever could be attained.

PAS in relation to the need for copyright protection

Although it is nowhere stated specifically, descriptions of PAS and pertinent sections of the Copyright Guidelines reflect the important basic assumption that ordinarily no commercial publisher will be interested in publishing and marketing a product in the absence of copyright protection. Also implicit in these documents is the assumption that better distribution will be achieved through commercial channels. Section 3(c) of the Guidelines states: "If the grantee or contractor elects to publish the materials, or to have them published,without copyright, it may do so without the necessity of obtaining approval from the USOE. However, such publication should not be undertaken unless the grantee or contractor believes that educational objectives will be adequately served by that approach."

Developers generally appear to have understood and shared these assumptions, even though on many occasions they have been disappointed by the sales achieved for their products by commercial publishers with which they have entered into contracts.

How developers used and regarded PAS

The most experienced and sophisticated developers (mainly the laboratories and centers) used PAS whenever they thought it would be useful, or perhaps politically judicious, or because they very sensibly concluded that, since the service had been made available, they should take advantage of it on the chance that it might produce results. For example, in the course of one of BCMA's previous consulting assignments, a regional laboratory said they thought it would be wise to use PAS for a particular product even though they were not hopeful about possible results. We encouraged them to use PAS and made some suggestions regarding the text before it was returned to SDC for second-draft revision.

As the years went by, however, this group of developers came to the conclusion that PAS announcements were virtually useless for announcing their programs. "All of the big publishers had to be contacted by me directly to get any interest at all except ... one time," said a representative of one of the regional laboratories. "PAS is probably not worthwhile," said another. "If labs and centers are doing their proper job, and publishers are doing their proper job, PAS is not really needed," was the opinion expressed by an official of one of the research and development centers.

In many cases publishers responded to PAS announcements issued by the laboratories and centers. Only in a modest number of cases, however, was this the medium through which the publisher first became aware of the product being described, and only in very rare cases (BCMA has been able to identify with absolute certainty only two) did a PAS announcement issued by a laboratory or research center give the publisher his first notice of a particular product and also lead eventually to a publishing contract. One of these products, however, though multi-component and complex, was a learning module, not a major program; the other was a professional book.

Even at the beginning, no laboratory or center relied entirely upon PAS announcements. All began developing personal contacts with publishers, and were creating their own mailing lists of prospective publishers. The record of effort by laboratories and centers in attempting to find commercial publishers is impressive. One laboratory, using PAS along with other methods, was directly in touch with approximately 60 potential publishers in connection with one of its major programs. One of the centers, concluding that its potentially-publishable products were too highly specialized to be of interest to most of the companies on the PAS list, carefully developed its own list of about 30 publishers to which they mailed announcements of all products which they felt had commercial potential.

The other developers, however, were generally less familiar with the publishing industry and usually turned to PAS as a convenient means of getting news of their products to publishers who might be interested. "Excellent" ... "helpful" ... "a very useful service" were some typical comments. Even in this group, however, many developers depended mainly on their own publishing contacts. "In both cases," said one of these developers, "personal contact and an 'in' with the publishers were the reasons for publication." Said another: "We did, in fact, have a select group of publishers in mind when we entered the services." In one case, a small publisher that had responded to a PAS announcement and had eventually published the product said: "Yes, we responded to the announcement, but we already were following the author's work and would have gone after it anyway."

Aside from the complaint that publishers' responses to PAS were generally disappointing, and that personal contacts had to be made anyway, the developers' most serious specific complaint about PAS concerned the time it took between filling out the product data form and the actual mailing of the announcement. In one case, a center decided not to use PAS for a particular program just because "we knew it would take at least three or four months to get it out." A spokesman for one of the regional laboratories felt the procedures were "just too cumbersome." Still another objected to what he felt were unnecessary copy revisions made by SDC. Many developers said they felt a much briefer, much earlier announcement would have been preferable.

Developers as a whole tended, at least eventually, to be realistic about the main reason why publishers' responses were disappointing -- i.e. in most cases the products described simply had little or no appeal to publishers. "There were too many turkeys," was the way one interviewee expressed it. "We were greatly disappointed by the poor response, probably due to the nature of our materials," was another expression of opinion in this area.

One comment made by a single-project developer is of considerable significance. "I also was surprised that NIE did not provide users of the PAS with a written description of this service, telling how long it took, what the steps were, etc. A one-page note with some basic, factual information would, I think, be very helpful." It was clear from the interviews that many developers did not really fully understand what PAS was and how it was intended to work.

Another comment that occurred frequently in various forms was an objection to the standard, two-page format. "It suggested that all the products and programs were of similar dimensions, whereas they were all different." (note: SDC pointed out to us that they often had to "stretch out the copy" so that it would fill the two pages).

How publishers regarded PAS

Publishers certainly paid attention to PAS announcements, although often they read them with "irritation," as one publisher expressed it. There were three main causes for the "irritation." First, in the words of one smaller publisher, "When I saw the announcement, I knew it was too late to try to bid; it was already locked up." Second, in the words of one larger publisher, "I read them all religiously, but I never saw one I wanted to follow up on." Third, most of the larger publishers already knew, through their own investigation, about the larger programs announced through PAS, and generally were not interested in considering the smaller ones.

These three complaints are expressed in one way or another in many of the interviews. A fourth important complaint, related to the first (i.e. that a program was "locked up"), also crops up frequently. Many publishers said they wished they had received an announcement of a program or product before it had reached what looked like a final or near-final prototype form. A few said it had not been sent to the right person in their companies, and they were not sure they had seen them all.

Other complaints from publishers about PAS are minor. Several commented adversely on the format. Like many developers, others noted that, since all PAS announcements looked alike and were approximately the same length, the impression was created that all programs and products were of equal importance.

In general, publishers accepted PAS as a sincere effort to render an important service, and most seem to have responded to at least a few announcements. Many responses, however, reflected what might be called routine editorial curiosity rather than serious thought of possible interest in publication. "I'm sure I sent in for an RFP once in awhile just to keep myself informed," was one comment. On the other hand, one of the smaller publishers told us that one of his reasons for joining AAP was to get on the list for PAS announcements, and several said they read PAS announcements very carefully in the hope of finding something of real interest. Products in the areas of a slow-learner education, special education, urban education, career education, early learning, bi-lingual, bi-cultural education, and vocational-technical education tended to get the most responses, since these are viewed as growth areas in educational publishing.

Attempting to quantify PAS results

A variety of overlapping factors made it impossible to develop an accurate and meaningful quantitative analysis of (1) which and how many publishers responded to each PAS announcement, (2) how many responses led directly or indirectly to a publishing contract. (3) how much it cost developers to prepare PAS announcements, (4) which and how many developers did not use PAS for particular products, and for what reasons.

The files of both developers and publishers were in almost all cases incomplete. More than six years had elapsed between PAS 70-0001 and PAS 76-97, and there was a gap of nearly two years between PAS 70-0004 and PAS 72-1. In addition, memories are fallible, many people involved among the laboratories, centers, and publishers had moved to other jobs, and many single-project task forces had been disbanded. In the area of developers' and publishers' costs particularly, specific and reliable information was almost completely lacking. A tabulation made by NIE matching PAS announcements with publishing results (or lack of results) does not indicate whether PAS was the means of bringing developer and publisher together. And the tabulation ends in December 1974, with PAS 74-66.

These factors clearly emerge in the Appendix to this Task I report, a special study made by BCMA of experiences "other developers" (i.e. other than the laboratories and centers) had in attempting to find commercial publishers.

Costs of PAS

The two PAS contractors were paid $129,587 spread over six years. NIE overhead expenses could not be precisely determined. But if we assume that, for every dollar paid to the contractors, another dollar was spent on overhead, the total cost to NIE was about $260,000. If we further assume that developers averaged as much as $1,000 in expenses per announcement (conferring with NIE, preparing copy, conferring with SDC, etc.), the total cost of PAS (NIE plus developers) for 101 PAS announcements was about $360,000, or an average of $60,000 per year for six years, and about $3,600 per announcement. If we assume that each announcement produced 10 responses on the average, the cost per response was about $360.

The evidence is quite clear, however, that very few PAS announcements actually led to publishing contracts. We have identified with certainty only two among the announcements sent out by laboratories and centers and about five among the other developers questioned. If we round this off generously to 10 for the entire group of 101 announcements, the cost of PAS per completed contract was about $36,000. Thus, viewed from one perspective, the cost of PAS was modest, but from another, it was very high indeed, especially since the total costs of negotiations between developers and publisers averaged many thousands of dollars per completed contract. Was it worth spending an additional $360,000 to secure 10 more publishing contracts, several of which might have been completed anyway without PAS? On the other hand, it should be noted that PAS announcements must have stimulated general interest in developers' activities and therefore undoubtedly led indirectly to publishing contracts not related to specific PAS announcements.

Attainment of PAS objectives

From one point of view, NIE attained its objectives for PAS. An "announcement mechanism" was made available, It was used by 68 developers, and 101 announcements were issued. They were clearly written and sufficiently informative. Publishers who received the announcements read them, and occasionally responded. In several cases the PAS announcement was the first notice of a product that publishers received, and in a few cases the response to a PAS announcement led eventually to a publishing contract. The cost of preparing and distributing PAS was modest in comparison with total NIE and developers' costs during those six years.

From another point of view, however, PAS fell considerably short of attaining the objectives that developers, publishers, and NIE appear to have had in mind when the idea of an alerting service was first proposed.

A primary NIE objective should be to attempt to make sure that all potentially-publishable products being developed with the aid of government funds (i.e. with "taxpayers' money") are called to the attention of anyone and everyone who might be interested in publishing them -- and called to their attention in time for them to bid for publication in fair competition with everyone else who might be interested. Section 1 (b) of the Copyright Guidelines comes close to stating this primary objective.

"The primary purpose of these Guidelines is to promote the effective dissemination and use of USOE supported materials in a fair and equitable manner to all interested parties -- developers, producers, and users."

In BCMA's experience no one takes issue with this objective -- not even the many persons who are opposed to using taxpayers' money under any conditions to develop materials for commercial publication, or for publication in competition with commercial publishers. All the developers and publishers interviewed by BCMA, including those few publishers who said, in one way or another, they "wish the labs and centers would fold up," agreed that there should be some mechanism for acquainting all possible publication sources with potentially-publishable materials being developed with government funds.

Every developer who feels he is producing something worth publishing wants to let all potential publishers know about it, and wants to get it published. Conversely, any publisher wants to be informed about anything being developed by anybody that he may want to publish. Contrary to the beliefs of many people outside the commercial publishing industry, every potential publishing project submitted to a commercial publisher in any form (even though it may be just a gleam in somebody's brain) gets attention from somebody in the firm, even though most submissions are rejected quickly for any one of a number of editorial and/or business reasons, usually sensible (from the publisher's point of view, if not the author's), but sometimes not.

NIE, despite the statement in the Copyright Guidelines noted above, did not make full provision for developers to communicate easily "in a fair and equitable manner with all interested parties." PAS was an orderly step in this direction, but only a step. Actually, three major burdens were placed on the shoulders of developers. First, they had to decide whether or not a particular product had publishing potential. Second, they had to decide who should be approached regarding publication, and how and when this approach should be made (personal contact, correspondence, developing their own publishers mailing lists, use of PAS, or a combination of all four). Third, they had to carry on all negotiations themselves under a complex set of rules. (Said one developer, "Red tape surrounding the contract is almost as difficult to wade through as a deal with the Office of Government Contracts."). Individual authors in the private sector of course have to accept all these burdens, turning for advice to friends, literary agents, lawyers, and acountants, as they need it and can afford it. Developers working with government funds, however, although they are "corporate authors" as far as publishers are concerned, need special help in making all these decisions. In particular, they need special help in getting information about their products "in a fair and equitable manner" to "all interested parties."

NIE's assumption that ordinarily commercial publishers will be interested in products only if they can be assured of copyright protection may have confused some developers. It is probably true that no educational publisher undertaking a major program (or even a very simple product) designed for per-pupil use would consider publishing it in the absence of copyright. It is also true that the five-year limitation in the case of major programs often made contract negotiations more difficult. On the other hand, many commercial publishing operations of various kinds make money by publishing and selling materials that are in the public domain. For example, we told one small, specialized publisher not on the PAS list about the existence of an important study made by a regional laboratory, that had never, in the laboratory's opinion, been disseminated properly. This publisher immediately expressed an interest in considering it for publication despite its public-domain status, and we put the laboratory and the publisher in touch with each other.

Some of the materials designed for teacher education, both in the laboratories and centers and with single-project developers, and a number of special studies such as the one mentioned, may fall into this category -- i.e. copyright protection may not be of overriding importance. In any event, under the present system, the developer must himself decide, after turning for advice to anyone he may have available, whether or not he should apply for copyright protection and announce his product to commercial publishers. If he decides the answer is "no," then he possibly may not have been "fair and equitable" as far as potential commercial publisher interest is concerned. If he decides the answer is "yes," and has nowhere to turn but PAS, he may miss the potentially-interested publisher or publishers, because they may not be on the PAS mailing list. Once again it could be said he is not being "fair and equitable,". It really is NIE that is not being "fair and equitable," however, since the PAS service is not "covering the field" as completely as the developer may believe.

From a practical point of view, this may not be regarded as a serious problem. Most developers are not aware of it, or not fully aware of it, and most publishers are too busy to spend much time complaining about the fact that they were not informed about a few products in which they might have been interested. From a conceptual point of view, however, BCMA believes this is important, It represents a break in the dissemination chain, and it is entirely possible that several products that should have been published, commercially or otherwise, may not have been published (or may not have been published by the best publisher), because information about them did not get to the right publisher at the right time. Also, since taxpayers' money is involved, NIE should make every effort to make sure that "all interested parties" are informed.

The nature of the publishing industry is part of the reason for the state of affairs described above. When OE-NIE turned to the AAP, the EMPC, and the IIA for help in distributing PAS announcements, it seems to have assumed that something close to complete coverage would be achieved. As far as major programs and products designed for per-pupil use are concerned, the AAP list of companies was reasonably satisfactory, especially since the AAP on its own initiative added the names of a few important non-member companies. But the AAP list, even with additions, omitted literally hundreds of small non-member companies that conceivably might have been interested in some of the teacher-aid items and special studies being produced by the laboratories, centers, and other developers. Although it was wise to include the EMPC and IIA lists, they were of only marginal value, since most members of these organizations were not interested in the kinds of programs and products being developed with the aid of NIE grants. The situation improved when SDC expanded the list, but something considerably less than saturation coverage of the right companies was achieved.

Whether this point was ever fully discussed and clarified when PAS was on the drawing board is not entirely clear. It is clear, however, that teacher-aid items and special studies were not of great interest to AAP members' school publishing divisions, to which most of the PAS announcements were sent. "About 125 go to AAP members who publish educational materials," says a memorandum in BCMA's files, dated December 11, 1972, concerning AAP and PAS. "This is done on a selective basis, sending the PAS bulletin to El-Hi or College publishers, depending upon the nature of the project being announced. Normally one copy is sent to the official contact office of the AAP member. Approximately 25 additional copies are sent to non-members who have been identified as being interested in these bulletins. Another 25 copies are mailed to names supplied to AAP by USOE. Some of these are publishers, but many tend to be educational news media. The opinion was expressed that there is little commercial value in the projects which have been announced thus far through the PAS bulletins." (note: We were asking AAP about PAS distribution at this time because of an assignment we were carrying out for one of the regional laboratories.)

It may be asked why the AAP did not do more than it apparently did to acquaint NIE with the limited nature of its membership distribution. One answer is that a trade association exists mainly to serve its members, and in any event could not be expected to sit down with NIE and help develop a complete mailing list. Second, and actually more important, it was customary in those days for publishers to think of government-funded products primarily as "big-ticket items" requiring large investments. The dimensions of, and the success achieved by, NSF-funded programs were fresh in the minds of the larger educational publishers. AAP's coverage in this area was good. Also, it was reasonable of AAP and NIE to expect that any notice concerning a truly major program, even though it was mailed to the "official contact office of the AAP member," would be routed internally to the proper person, who in many cases would actually be the official contact. But unless the AAP contact official who received the announcement of a teacher-aid item or special study was in a company that included a division or section that handled such items, it was quite likely that such announcements would be filed immediately or tossed out. This accounts in part for the comment that PAS announcements described "little of commercial value."

The PAS mailing list

In BCMA's opinion, SDC is to be commended for recognizing that the combination AAP/EMPC/IIA mailing list was far from complete, and for making efforts of various kinds to expand and improve it. These efforts included attendance on their own initiative at educational conventions, and the addition to the list of university presses and some producers of educational games, toys, and equipment. These efforts reflect, however, a lack of knowledge of the instructional materials industry as a whole. Almost any experienced educational publishing executive with some knowledge of mailing-list techniques probably could, in less than a day, using his memory and available directories of textbook publishers, professional book publishers, audio-visual publishers, and educational materials and equipment producers, have put together a list superior in quality to the one that was used for the mailing of PAS 76-97.

The following incident typifies this lack of knowledge. In a phone survey following up on how PAS announcements had been received by publishers, one of the companies listed was Hammond. The address given on the survey form for Hammond was Maplewood, New York. Since no phone number was attached, the phone researcher called Maplewood, New York, and was informed there was no such place. No further effort was made to locate Hammond. The conclusion seems to have been that the company had moved or had gone out of business. Any educational publisher would have known, even without consulting Bowker's Literary Market Place (LMP), which he certainly would have done before giving up, that Hammond is in Maplewood, New Jersey, not New York. The entire phone survey, although well organized and conducted with efficiency, could have been done better in a day or so by almost any experienced educational publishing executive.

It cannot be said with certainty exactly how many commercial publishers produce materials designed for pupil use in schools, or for "educator education," or both, but undoubtedly the number is large, especially if subsidiaries and divisions are counted as separate companies, as they should in most cases. Our estimate is about 1,500, about four times the total on the PAS list developed by SDC. Therefore, simply creating a truly complete mailing list of publishers and producers that might be interested in receiving at least some of the PAS announcements is a task of considerable dimensions. Establishing name criteria (how many and who in each company?) and selection criteria (which companies could be omitted from what categories of PAS announcements?) is an even larger task. Creating a system for "cleaning" and updating the list systematically is the largest task of all, especially since many of the smaller publishing companies change addresses quite frequently, or go out of business, or merge with larger companies, and since there are frequent personnel turnovers and changes of responsibility in publishing companies of all sizes. SDC discovered that publishing is a "volatile" industry!

How much effort and money should be expended on a mailing list before the point of diminishing returns is reached is always a question. In this particular case, it appears to us that the list could have been made substantially better and maintained somewhat more effectively with relatively little effort and at low cost, but that it would take a relatively major and expensive effort to create a truly comprehensive list with full selection capabilities, and then to update the list efficiently and systematically. With regard to the PAS list, we believe that, given the cost of the PAS announcements, the first suggested step would probably have been worthwhile, but that the second step -- i.e. the major and expensive effort -- would have gone far past the point of diminishing returns. If, however, the PAS announcement process had been made simpler and less expensive, the savings quite possibly could have been used to create a more sophisticated and regularly updated mailing list.

In any event, creating a good mailing list in any complex area (as this certainly is) and updating it efficiently are difficult, complex tasks, requiring special knowledge and experience. It is not a job for beginners or amateurs. SDC was well aware of this, but does not appear to have been fully aware that their lack of experience in the publishing industry was a serious handicap.

The crux of the problem with PAS

Although the Copyright Guidelines are not really specific on this point, they reflect the assumption that developers' products can be divided into two categories -- "thick market" (BCMA's term, for purposes of exposition in this context) and "thin market". Section 4, which deals with procedures for requesting copyright authorization, in (b) (4) requires the grantee or contractor to supply "a list of prospective producers to be solicited, "but includes this parenthetical statement: "(However, see section 6 below for the treatment of 'thin market' materials.)"

Section 6, dealing with "thin market" materials, states: "Notwithstanding the requirements of section 4 above, the obligation to obtain competition for publication of 'thin market' materials will be satisfied by the following procedure: (a) The grantee or contractor should write to those producers (a minimum of three) which would most likely be interested in publishing the materials. Each should be informed that others are receiving letters. The letter should ask the terms under which the producer would be willing to publish.

But nowhere in the Copyright Guidelines are "thick market" and "thin market" defined adequately. Section 2 (d) says only that "'Thin Market Materials' are those for which a limited market, and consequently insubstantial publication revenues, are anticipated." Section 5, it also should be noted, deals with an area with important implications for "educator education" in this way: "In the interest of rapid dissemination of educational information, no restriction whatever is placed upon the publication of educational articles in scholarly and professional journals, and in other periodicals."

One aspect of the "thin market" question is illustrated by this series of events, culled from our files of interviews with research centers. The developer wanted to publish, using commercial channels, a professional book that had been defined as "thin market," even though a previous product of the same nature had been announced through PAS, and had been published by a major company that had responded to the PAS announcement. The reason: the major publisher had sold only about 2,500 copies of the previous product, also a book. For the second item, therefore, PAS was not used, but a letter was sent to six publishers.

The only publisher that sent in a proposal was the major company that had published the first item, and another publishing contract was successfully negotiated. The next item in this "series" was announced by a letter sent to only four publishers, and once again only the above-mentioned major company responded, resulting in a third publishing contract with this company. The fourth item was announced by letters sent to a list of 31 different publishers made up by the center after reviewing its own files and updating them by consulting LMP. Two proposals were received, but once again the same major company won out, because they offered a larger royalty. The fifth item was announced by a letter to 20 publishers, out of which came one publishing proposal followed by a contract -- once again the same major company! A sixth item in the same "series" was announced by a letter to five publishers, and, at the time of the interview, the same major company had responded with the information that "a strong bid will follow."

This record of publishing success can also be viewed as a failure of dissemination and as an overly-limited definition of the term "thin market." Obviously, the major publishing company and the center did not have the same definition of "thin market." Had not 2,500 been considered as an acceptable sale, they probably would not have made a bid on the second item in the series. Also, one should ask: suppose the original PAS announcement and the subsequent letter announcements had been sent to a reasonably complete list of publishers interested in professional "educator education" books? Perhaps more and better publishing proposals would have been received. In any event, it seems clear that these various items were not announced to "all interested parties."

In this particular instance, the center clearly made a conscientious effort to do what was expected of them under the Copyright Guidelines. They equated "thin market" with small sales, and they apparently believed (quite logically, considering the terms of the Copyright Guidelines) that as long as they received a publishing proposal and negotiated a publishing contract, they had been successful. The fact that it may well be a marketing advantage to have all these items under the same publishing roof (since, in a specialized catalog, each item in a related series helps to sell the others) is beside the point.

The center referred to previously that did not use PAS because their activities were specialized, and they felt their own list of publishers covered all those with both interest and capability, overlooked one fact. Publishers' interests keep changing, and they continually investigate possible new fields. For this reason alone, too much selectivity in sending out product announcements can be unnecessarily restrictive.

It seems quite clear, after examining the record, that the PAS announcement system was of little or no use in helping developers find publishers for major programs designed for per-pupil use. By the time the announcement was distributed, most publishers with the resources, capabilities, and interests already knew what they needed to know about the programs. "Any go-get-'em publisher would be in touch with projects before the announcement went out. That certainly has been our experience," said a center representative who has been involved in developer-publisher negotiations for nearly 10 years. The publishers that responded to PAS announcements of large programs discovered either that the bidding already was "locked up" (i.e. it was too late for them to come up with a winning proposal in competition with publishers who had been close to the project for some time) or that the project was too far along for them to be able to influence it in a way that would make it more commercially marketable. PAS announcements of the large programs should have gone out sooner.

It also seems clear that the PAS system did not well serve the needs of developers of professional "educator education" products and educational studies. The mailing list should have been larger, and created with the aid of someone with wide publishing industry experience. Developers should have been encouraged to disregard the "thin market" limitation and to let "all interested parties" know about their products.

The PAS process was, in the words of one developer, "too formalistic." Instead of a product data form, the developer should have been asked to write a brief description of his product, following models furnished by NIE, or by SDC, or both. SDC could then have revised the copy.

The contract with SDC should have made it possible for announcements to go out promptly -- i.e. no more than a month at most from the developer's draft to the mailing. The cause for the back-log problem appears to have been mainly that the single, very competent SDC person writing the copy and supervising the design could not always give immediate attention to PAS because of the pressure of other SDC duties.

The nature of PAS should have been described better, particularly for developers. And the developers should have been on the PAS mailing list -- a point made particularly by SDC, as well as by a few developers.

The format of the announcement could have been improved. This is a minor point, however. No publisher, it is safe to say, failed to respond to a PAS announcement because he disliked the format! And a few publishers thought it was attractive!

The gap of nearly two years between PAS 70-0004 and PAS 72-1 was particularly unfortunate. The history of PAS might have been considerably different had there been an uninterrupted flow of announcements between October 1970 and July 1972.

In summary

PAS was a commendable effort, developed after an earnest attempt to reach a consensus among the various interested parties. It was efficiently administered. Its cost was certainly very modest in relation to NIE and grantee-contractor costs as a whole, and relatively modest in relation to what PAS actually accomplished. In relation, however, to contracts that came about through PAS announcements, its cost was high.

PAS was founded in part on mistaken assumptions by OE-NIE about the nature of the educational publishing industry, and by mistaken assumptions by the larger publishers about the kinds of information they would be receiving.

The purposes of PAS, though clearly enough stated, were never explained sufficiently to developers, and instructions about using PAS were inadequate.

The mechanism itself should have been improved in several ways. The time lapse between the first draft (by the developer) and distribution should have been no more than a month. Announcement preparation should have been less formal and more individualized. The mailing list should have been enlarged and improved qualitatively.

The fact that the PAS announcements described "too many turkeys" that presumably had no publishing potential of any kind, and possibly made little or no contribution to education, is beyond the scope of this Task I report. So, too, is the fact that most of the programs and products described were judged to have "little commercial value." Regardless of the quality of the materials being developed, OE-NIE's obligation is to make it as easy as possible for developers to announce everything at an appropriate time (or times) to "all interested parties." The companies that receive the announcements should be the ones to decide whether or not they are reading about "turkeys" or American Eagles. And there have been times (see Appendix to Task I report) where publishers' unfavorable reactions have spurred developers on to attempt to transform their turkeys into eagles.

In BCMA's opinion, PAS as an "announcement mechanism" attained its specified objectives reasonably well, but fell considerably short of attaining the objectives that NIE should have established for it.

APPENDIX
TO
TASK I REPORT

SPECIAL STUDY OF THE USE OF PAS BY DEVELOPERS OTHER THAN THE LABORATORIES AND CENTERS

An appendix to one of six reports

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Prepared by BCMA Associates, Inc. for the National Institute of Education under Contract No. 400-76-0086.

February 25, 1977

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INTRODUCTION

Background

BCMA's Contract No. 400-76-0086 with NIE specifies that BCMA will interview members of the staff of at least 10 regional laboratories and research and development centers, and at least five "other developers" -- i.e. other grantees and contractors besides the laboratories and centers that developed potentially-publishable educational materials of various kinds.

These "other developers" were mainly, though not entirely, single-project developers -- i.e. task-force groups assembled for a limited period to produce one particular product, in contrast to the laboratories and centers that have produced many products over a period of several years.

Because there have been so many "other developers" of such a varied nature, BCMA concluded early in the assignment that five would not be a satisfactory sample, and, furthermore, that it would be impossible to interview a satisfactory sampling within the time and expense limits imposed. BCMA's project team therefore proposed, on its own initiative, to send a letter of inquiry to "other developers" that had used PAS but were not scheduled to be interviewed. This additional activity was explained to, and approved by, the Project Officer.

Since the results of this study have special relevance to our analysis of PAS, and general relevance to all the other tasks, BCMA is including it as an appendix to the Task I report.

Nature of the study and how it was conducted

Of the 101 PAS announcements, 60 were sent out by 54 developers other than the laboratories and centers. Most of these "other developers" were single-project developers. The other 51 announcements were sent out by nine laboratories and five centers.

It is clear, however, that the single-project developers relied much more heavily on PAS to acquaint potential publishers with their specialized activities than did the laboratories and centers, all of which were in more or less regular contact from the beginning with the major educational publishers.

A carefully-drafted letter inquiring about the responses received to PAS announcements was sent by BCMA to 50 "other developers" and to two centers not scheduled for BCMA interviews. Replies were received by mail and/or phone from 34 recipients of BCMA's letter. Three of these replies led eventually to personal interviews. In addition, two "other developers" who received letters were interviewed eventually under the regular schedule of BCMA interviews.

BCMA's letter contained 15 items to which the recipients were asked to respond. Items 1-13 dealt specifically with developers' experience with publishers. Items 14-15 solicited opinions in two areas: (1) views of PAS as an aid to publication and dissemination; (2) suggestions for improving the process of disseminating the results of government-funded R&D activities.

Pages Ixxx - Ixl of this study present a detailed analysis of the responses, which reflect a great diversity of experiences and results.

Correlative data

The answers to the inquiry letter clearly show that certain factors in PAS announcements influence publisher interest and decisions.

The audience addressed was either in or out of the area in which the publisher concentrated.

The media used by the developer could be inappropriate or viable to a publisher's line.

Had the product been field tested? This too made a difference to publishers.

All this information is to be found in the individual announcements. Clearly, actions taken at the planning stage could ultimately determine a product's reception by publishers.

We therefore drew out of the PAS announcements correlative data such as the above. These data are presented in the charts on pages Ixxxiv -- Ixl, together with comments. These data cast light on the responses - positive or negative - reported by the developers.

The audience aimed at and the media used

Our own analysis of the PAS announcements showed that the single-project developers had relatively little to offer the publishers who serve the mass market with materials for elementary and high school students. Most of the projects aimed at improving teaching, especially in frontier programs in ecology, career education, the handicapped, etc. That is, the "other developers", in the main, wished to reach special professional audiences, not mass audiences.

The medium used was generally print (paperbound teacher guides, pamphlets, and books), and most of the products offered little promise of profit to commercial publishers. In the chart on pages Ixxxiv - Ixxxvi we show the different educational areas dealt with, the audience aimed at, the instructional level, and the medium (or media) used by each developer who responded to our letter.

Importance of evaluation

In considering any new product, an educational publisher generally looks for, or arranges for, "feed-back" evaluation of some kind before publication. The letter of inquiry sent to developers therefore inquired about evaluation, even though not all PAS announcements provided such information (in some cases, of course, it was not called for under the terms of the grant).

The commentary and chart that appear in the section on evaluation practices (see pages Ixxxviii--Ixl) show the varied pattern of responses. It is probable that more convincing and wide-ranging evaluation could have increased the number of publishers asking for information about the products, and hence have led to more publication.

The instructional materials industry

There are probably about 1,500 commercial companies (including autonomous or semi-autonomous subsidiaries or divisions of larger companies) that produce and market materials used for instructional purposes in schools (pre-kindergarten through grade 12), and in colleges and university departments and schools of education. The varied nature of these companies is discussed at greater length on pages iii - v in the general introduction to this study. They include publishers of "educator education" materials (professional books, teacher aids, etc.) as well as publishers of basic and supplementary materials designed for pupil use.

About a dozen of these companies are very large (in a relatively small industry), but most of them are very small, or sell only a small percentage of their total output to schools. For example, of the 114 publishers and producers listed on pages Ixiv--Ixix only 35 could be considered, by the very broadest criteria, as large school publishers, or large school subsidiaries of large companies.

BCMA Associates, Inc.

52 Vanderbilt Avenue
New York, N.Y. 10017
Telephone (212) 683-8262
Cable address: BOCRAMO

I-iv

August 10, 1976

Letter to "other developers"

Our organization, BCMA Associates (see brochure) has been retained by the National Institute of Education to study certain NIE dissemination procedures, especially the Publishers Alert Service, and make a report with recommendations.

Attached is a copy of PAS NO.   issued for your development product.

As a part of our scope of work, NIE has asked us to inquire from you about your experience with this Publishers Alert Service. The information supplied by you and other developers will assist NIE to review and improve the dissemination process leading to better use of research and development investment.

Your replies to a few questions will contribute to NIE's dissemination effort.

1) Did you receive inquiries from publishers following the distribution of the Publishers Alert on your development product? If so, how many inquiries?

2) Could you supply from your files the names of the publishers who made inquiries either by mail or telephone?

3) Did your response to these inquiries lead to further interest on the part of the publishers?

4) If so, please name the publishers who followed up and indicate their interest.

5) Did an exchange of views between you as a developer and one or more publishers result in negotiations regarding a possible agreement to publish and disseminate the development product?

6) Was an agreement to publish reached?

7) If so, with what publisher?

8) How successful in your opinion has been the publisher's dissemination effort?

9) In our scope of work, NIE has asked us to obtain from developers the estimated cost to them of activities pertaining to dissemination; that is, roughly how much did it cost to prepare the material for PAS and for responding to publisher inquiries, including negotiations leading to an agreement, if such occurred. Although this question may well prove difficult to answer, your best estimate will be appreciated.

10) If no agreement was reached with a commercial publisher, were you able to have your development product marketed in another way?

11) If so, how was it marketed and by whom?

12) With what results?

13) In your efforts to find a publisher for your product, did you rely solely on the PAS?

From your experience with PAS, please supply: (14) first, your view of PAS as a procedure for obtaining dissemination of development products financed by NIE, and, second (15) your recommendations for alternate means of accomplishing desirable dissemination of products developed to improve education in the United States.

This inquiry may raise questions calling for person-to-person exchange. If so, please call BCMA collect: (212) 683-8262. If I am not available, either Cameron Moseley or Emerson Brown will take your call.

Your response to this study will be a contribution to the NIE program's effectiveness. It will assist materially in the review of policies and procedures looking toward extending the reach of innovative programs. We look forward to your response. Thank you.

Very truly yours,

William D. Boutwell

DEVELOPERS WHO USED PAS

(with notations concerning "other developers" who received and answered the letter of inquiry, and incomplete information on who published what PAS-announced products)

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
CEMREL, Inc.	70-0001-Elements of Mathematics Series	No	--	Yes (1)	Walker Educational Book Corp.
	73-15-Darcee Preschool Program	--	--	--	
	73-18-Classroom and Instructional Management (Claim)	--	--	--	
Upper Midwest Regional Laboratory	70-0002-Dialects & Dialect Learning	No	--	No	
Wisconsin Research and Development Center for Cognitive Learning	70-0003-Cognitive Operations in Concept Learning	No	--	Yes (1)	Academic Press (HBJ) (5)
	70-0004-Developing Mathematical Processes	--	--	--	
	72-05-The Prereading Skills Program	--	--	--	Encyclopaedia Britannica Educational Corp.
National Educational Assn.	72-04-Project Life	Yes	No	No	General Electric Company
New York University	72-06-COPES	Yes	Yes	Yes (2)	
	74-52-Exploring the Natural World with Young Children	--	--	--	Harcourt Brace Jovanovich
The University of Texas Center for Communication Research	72-01-Adelante: (Mexican American Ed.)	Yes	No	No	

---

(1) regularly scheduled interview
(2) led to face-to-face interview
(3) led to phone interview
(4) followed by regularly scheduled interview
(5) PAS announcement led to publisher contract

DEVELOPERS WHO USED PAS

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
University of Pittsburgh Learning & Research Center	72-02-The Perceptual Skills Curriculum	No	--	No	Walker Research Corp.
	73-11-New Primary Grades Reading System	--	--	--	
	74-42-Design & Development of Curricular Materials	--	--	--	
	74-48-The Use of Learning Principles in Instruction	--	--	--	Addison Wesley Publishing Co.
	75-78-Adaptive Early Learning Program	--	--	--	
	75-90-Assessing & Influencing Behavior	--	--	--	
New York Institute of Technology	72-03-Self-paced Physics Course	Yes	No	No	
American Institutes for Research	72-07-A Technology for Developing Instructional Materials	Yes	Yes	Yes(1)	
	74-50-Evaluation Training Program	--	--	--	
	75-71-Career Education Instructional Units for Grades K-12	--	--	--	
Oregon State System of Higher Education, Teaching Research	72-08-Feather	No	--	No	ACI Films
	73-22-"Flexibility" & "Perseveration"	--	--	--	
	73-32-Model Programs in Early Childhood Education for the Handicapped	--	--	--	
Ohio University	72-09-Africa: A Thematic Geography	Yes	No	No	

DEVELOPERS WHO USED PAS

Developers	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
SWRL Educational Research & Development	72-10-SWRL Communications Skills & Fine Arts Programs	No	--	Yes(1)	Ginn and Company (Xerox) (communications portion only)
The American Association of Community & Junior Colleges	73-12-A Microform Handbook for Community & Junior Colleges	Yes	Yes	No	National Microfilm Association
Michigan State University	73-13-I CAN (Physical Ed.)	Yes	Yes	No	Allyn and Bacon
Research for Better Schools Philadelphia, PA	73-14-Achievement Competence Training	No	--	Yes(1)	Webster Division, McGraw-Hill(5)
	73-20-Staff Development Package	--	--	--	
	73-21-Systematic Progress in Reading & Literature	--	--	--	
	74-66-Search	--	--	--	
	75-67-The Language of Personal Experience	--	--	--	
	75-75-Making Judgments	--	--	--	
Far West Lab. for Educational Research & Development	73-16-A Sourcebook of Elementary Curricula, Programs & Projects	No	--	Yes(1)	Docent Corp.
	73-37-The Educational Information Consultant	--	--	--	
	73-38-Developing Open Education in America A Review of Theory & Practice in the Public Schools	--	--	--	National Association for the Education of Young Children
	74-60-Content Analysis of Textbooks for Black Pupils (Grades 1-3)	--	--	--	

DEVELOPERS WHO USED PAS

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
Far West Lab. for Educational Research & Development (Cont'd)	75-69-Designing Instructional Programs	--	--	--	Far West Laboratory
	75-70-Evaluation for Program Improvement	--	--	--	
Johns Hopkins University Center for Social Organization of Schools	73-17-Teams-Games Handbook	Yes	Yes	No	
	74-57-Rainy Days & Mondays	--	--	--	
Indiana	73-19-Teaching for Mastery	Yes	Yes	No	Indiana University Audio-Visual Service
Southwest Educational Development Lab.	73-23-Handbook for a Parent-School-Community Involvement Program	No	--	Yes(1)	
	73-26-Health Education for Grades One, Two, and Three	--	--	--	National Education Laboratory Publishers
	73-36-Preparing for Today's Classroom	--	--	--	
	75-81-Exploring Number Concepts	--	--	--	
	75-88-Pass It On	--	--	--	
	75-89-Thinking & Reasoning	--	--	--	
	75-95-Spanish/English Language Performance Screening	--	--	--	
Northwest Regional Educational Lab.	73-24-The Elements of Computer Careers	No	--	Yes(1)	Prentice-Hall
University of Texas	73-25-Teaching Mathematics Modules	Yes	No	No	

DEVELOPERS WHO USED PAS

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
North Carolina State Univ.	73-27-Programmed Instructional Materials for Adult Basic Education	Yes	Yes	No	
	74-45-Guidelines for Establishing & Operating an Adult Learning Library	--	--	--	
University of Tennessee	73-28-Educational Cooperation: Quality Through Combined Resources	Yes	Yes	No	
Miami-Dade Community College	73-29-Man & Environment	Yes	Yes	No	National Association for Environmental Education
Southern Illinois Univ.	75-73-A Point of View: Proceedings of the First American Conference on Teachers' Centers in Math. Ed.	Yes	No	No	
Portland Cement Association	73-31-National Concrete Technology Curriculum	Yes	Yes	No	John Wiley & Sons
National Association for Environmental Education	73-33-Man and Environment for Secondary Schools	Yes	Yes	No	National Association for Environmental Education
Drexel University	73-34-The Information-Poor in America	Yes	No	No	Scarecrow Press
University of Michigan	73-35-Fehr-Practicum	Yes	No	No	
	75-91-New Vistas in Counseling & Human Systems	--	--	--	
Mississippi State University	73-39-Art for Young Children	Yes	No	No	
University of Wisconsin	74-40-Ideals Concept: Purpose-based Educational Planning	Yes	No	No	
Asian Newcomer Parent Program	74-41-Everyday English	Yes	No	No	

DEVELOPERS WHO USED PAS

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
Orange County Consortium	74-43-Learning Units in Career Education	Yes	Yes	No	OUSA
Center for Vocational & Technical Ed., Ohio State U.	74-44-Career Education Curriculum Units	Yes	Yes	--	Center for Vocational Education
Technical Education Research Centers, Inc.	74-46-Biomedical Equipment Technology (BMET) Modular Curriculum	Yes	No	No	Technical Education Research Center
East Los Angeles College	74-47-Self-Image Development: A Chicano Enfasis Self-Programmed Counseling & Self-Programmed Control	Yes	Yes		
Palisades Park Board of Ed.	74-49-Learncycle: An Encyclopedia of Behavior Construction	Yes	No	No	
University of New Mexico	74-51-Support for Teachers in Alternative Teaching Programs	Yes	Yes	No	
Woodbridge Township School District, Iselin, N.J.	74-53-Moppet	Yes	Yes	No	
Nassau Board of Cooperative Educational Services	74-54-While Your're At It	Yes	Yes	Yes(2)	Reston Publishing Co.(Prentice-Hall)
University of Utah	74-55-Systems O.N.E. (Orientation: Normal Environment)	Yes	Yes	No	
Battelle-Columbus Labs.	74-56-The Future of Educational Telecommunication: A Planning Story	Yes	Yes	Yes(3)	Lexington Books (Heath/Raytheon)
Mark R. Rosenzweig & Edward L. Bennett (Univ.CA,Berkeley)	74-58-Neural Mechanisms of Learning & Memory	Yes	Yes	No	MIT Press
University of Kansas	74-59-Articulation Learning	Yes	Yes	No	University Park Press
University of Connecticut	74-61-Project Math (for handicapped)	Yes	Yes	--	Educational Progress, Inc.

DEVELOPERS WHO USED PAS

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
Exemplary Center for Reading Instruction, Ogden, Utah	75-83-Programmed Teacher Training Kits	Yes	Yes	No	
The Claremont Colleges	75-84-LaCronica	Yes	No	No	
Systems & Evaluation in Education	75-85-Spanish-English Bi-lingual Ed. in the U.S.A.	Yes	Yes	No	
University of Oregon Center for Ed.Policy & Management	75-86-Organizational Specialists in a School District	--	--	No	
Brookdale Community College	75-87-Egypt: Past & Present	Yes	No	No	
National Assn.for Industry-Education Cooperation	75-92-School-System-Based Job Placement Services Program Manual	Yes	Yes	Yes(2)(3)	Prakken(5)
Los Angeles Unified School District	75-93-A Guide to Deal, A Dual Approach to Learning	Yes	Yes	No	
Ethnic Cultural Heritage Program, Seattle, Wash.	75-94-Rainbow Activities	Yes	No	No	
Florida State University	75-96-Population Dynamics in Eighth-Grade American History	Yes	Yes	No	
Brandeis University	75-97-The Contemporary Jewish Experience in America	Yes	Yes	No	Selective Educational Equipment
Southern Illinois Univ. at Edwardsville	73-30-Black Dialect Materials	Yes	No	--	Southern Illinois University at Edwardsville

DEVELOPERS WHO USED PAS

Developer	Use of PAS	Received BCMA letter	Responded to BCMA letter	Interview	Product published by
Boston University	74-62-Mathematics for Junior High School	Yes	Yes	Yes(4)	
Tech. Ed.Res.Center,Waco Texas, Southwest Center	74-63-Laser Electro-Optics Technology	Yes	No	No	
	74-64-Career Counseling Series	--	--	--	
Jon Schaffarzick & David H. Hampson, NIE	74-65-Strategies for Curriculum Development	No	--	Yes(1)	McCutchan Publishing Co.
System Development Corp.	75-68-Facilities Handbook for Career Education	No	--	Yes(1)	
The Pennsylvania State U.	75-72-Effective Personal & Career Decision Making	Yes	Yes	No	Westinghouse Learning Corp.
Concern, Inc. Wash., D.C.	75-74-A Citizen's Handbook for the Evaluation of Drinking Water	Yes	Yes	No	
The Ohio State University Center for Vocational Ed.	75-76-Performance-based Vocational Teacher Education Modules	Yes	Yes	--	
Coastal Center, So. Carolina Dept. of Mental Retardation	75-77-Laney Assessment of Language Development, Language Curriculum for the Pre-Schooler	Yes	Yes	No	Mafex Associates, Inc.(5)
Career Decision-Making Program Appalachia, Ed. Lab.	75-79-Career Decision-Making Program	No	--	No	
American Indian Curricula Development Program	75-80-Plains Indian Social Studies	Yes	No	No	
Human Interaction Research Institute	75-82-Women at Work: A Three-Part Counseling Service	Yes	Yes	No	Human Sciences Press

Publishers who responded to certain PAS announcements

This list is incomplete because (1) no laboratories and only two centers are represented, (2) not all the other developers responded to BCMA's letter of inquiry, (3) not all the developers who did respond to BCMA's letter could supply this information.

	PAS #
Addison-Wesley	17, 43, 54, 57, 61
Aeger Corporation	43
Alexander Graham Bell Assoc.	55
Allyn & Bacon	13
American Book Company (Litton)	53
American Guidance Service, Inc.	13
American Library Association	12
Baker & Taylor (W.R. Grace)	43
Ballinger	57
Barron's Educational Service	54
Beckley-Cardy Company (Harcourt Brace Jovanovich, Inc.)	13
Behavioral Research Laboratories	13
Benziger, Bruce & Glencoe (Macmillan)	61
Bingham Educational Services	55
Bobbs-Merrill (Howard Sams; ITT)	13
Borg Warner Educational Systems	61, 83
Bowmar Publishing Corp. (Thomson Ltd.)	13
Cal Industries	74
Capital Publishing	17
Center for Media Development	61
Changing Times-Education Service (Kiplinger)	44

	PAS #
Communications Pattern Inc.	43
Communications Media Productions	
Communication Skills	61, 77
Continental Press	13
D'Antoni and Associates	74, 77
Docent	17
D.C. Heath (Raytheon)	13, 56, 57
Davis Publications	43
Dell Publications (Doubleday)	54
Delmar Publications (Litton)	43
Doubleday & Company	54
Economy Company	13
Educational Development Corp.	61
Educational Progress Inc. (EDC)	13, 61
Educational Assistance Institute	43
Educational Performance Assocs.	13
Educational Properties, Inc.	43
Educational Sciences Inc.	13, 61
Educational Service Inc.	13
Encore	43
Encyclopaedia Britannica	13, 44, 54, 55
ERIC	07, 28
ESEA Title III/IVC	53
Esquire	43

	PAS #
Fawcett Publications (CBS)	54
Fearon Publishers (Pitman)	13
Follett Publishers	13, 54
Family Circle Magazine	54
Franklin Watts, Inc. (Grolier)	43
Fundamental Proposals	74
Fundamental Concepts Ltd.	83, 93
General Learning (General Electric; Time)	54
Ginn & Company (Xerox)	43
Grolier Educational Corp.	13, 54
Home Life Magazine	54
Hammond	54
Harcourt Brace Jovanovich	13, 43, 54
Harper & Row	17, 54
Hayden Book Company	43
Hoffman Educational Systems	43
Holt Rinehart & Winston (CBS)	13, 54
Houghton Mifflin	43, 53, 54, 61
Hubbard Scientific Co.	13
Human Sciences	93
Ideal School Supply Co. (Westinghouse)	61
Instructional Industries, Inc.	43, 55, 61
Industrial Publications	43
Intext	17

	PAS #
Knowledge Aids	13
Learning Games	74
Learning Products Inc.	13
Lexington Books (Heath; Raytheon)	37
McCutchan	57
McDougal-Littell Company	43
McGraw-Hill Book Company	13, 43, 44, 53, 54 (Webster), 61
McKnight Publishing	44
Macmillan	17, 54
Mafex	61, 77
Charles E. Merrill (Bell & Howell)	44, 55, 83
MIT Press	58
National Microfilm Association	12
National Textbook Company	61
New Century Education Corp.	83
National School Development Council	28
Noble & Noble (Doubleday)	13
Nystrom (Carnation)	43
Parents Magazine	54
Penguin (Viking)	74
Plenum Press	58
Prentice-Hall	54
QED Productions	43, 55

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	PAS #
Random House (RCA)	54
Raven Press	58
Reston (Prentice Hall)	54, 57, 83
Schocken	74
School Product News	74
Silver Burdett (Scott Foresman)	54
Science Research Associates (IBM)	13, 43, 54
Scott Foresman and Company	13, 54
NAEE (Secondary School Curriculum Guide)	33
Stanwix House	13
Stenographic Machine Inc.	43
Teachers College Press	61, 77
Teaching Resources Corp. (New York Times)	13
Thiokol	43
University of Miami Press	74
University Park Press	77
Van Nostrand Reinhold (Litton)	74
Vantage	93
Vocational Guidance Manuals	43
Walton Educational Book Corp.	61
Ward's Natural Science Establishment, Inc.	43
Western Tape	43

	PAS #
Westinghouse Learning Corp.	13, 43, 72
Wiff 'n Proof Learning Games Assocs.	77
John Wiley & Sons	13, 31
Woman's Day (Fawcett)	54
Xerox Education Group (now Xerox Publishing Division)	44, 54
Zweig Associates	43

Analysis of Responses to Items 1-13

Item 1 - Did you receive inquiries from PAS distribution and, if so, how many?

None	6
1-5	5
6-10	4
11-20	6
21-up	1

Item 2 - Names of publishers who made inquiries

Sent	7
Can supply	3
Not readily available	7

Seven developers who responded said names of publishers who asked for more information were "not readily available." Seven did send names. Total number of different publishers: 127. A few followed up more than one product.

Item 3 - Did your response lead to further inquiries?

No	11
1-3	3
4 or more	7
Yes	not specified
Some	
Not via PAS	
1-5	15
6 or more	3

For whatever reason, there was a sharp fall-off in the number of companies that wished further information. Only 45 asked for more information.

Publishers' lack of interest led a few developers to pull back materials and attempt to make them more attractive.

Item 4 - Number of publishers who followed up.

No follow up	11
1	6
2	2
3	1
5	1
Some	1

Item 5 - Were there negotiations?

None	11
Not commercial	2
1	7
3	1

Yes - personal contact - 1

A large percentage of publishers chose not to follow up after receiving the additional information sent (11). However, eight publishers did undertake negotiations. Other developers sought publishers through personal contact.

Small publishing houses, rather than large, tended to negotiate for rights to publish.

At least three of the respondents who agreed to publish have publication deadlines in future months.

Item 6 - Was agreement to publish reached?

None	12
Yes	12

Some agreements were reached with publishers who had never seen a PAS.

Self publication	4

Item 7 - What publishers concluded agreements?

D.C. Heath
PAS #72-06 COPES, New York University

National School Development Council
PAS #73-28 Educational Cooperation
University of Tennessee

John Wiley & Sons
PAS #73-31 National Concrete Technology Curriculum
Portland Cement Association

Ohio University School Development
PAS #73-33 Man and Environment for Secondary Schools
National Assn. for Environmental Education

Center for Vocational Education
PAS #74-44 Career Education Curriculum Units
Ohio State University

MIT Press
PAS #74-58 Neural Mechanisms of Learning and Memory
University of California

Educational Progress Inc.
PAS #74-61 Project Math
University of Connecticut

Mafex
PAS #75-77 Laney Assessment of Language Development
Coastal Center, South Carolina University

Prakken Publishers
PAS #75-92 School-System-Based Job Placement Services Program Manual
National Association for Industry Education Cooperation

Item 8 - Was dissemination successful?

Yes	2
No	3
Not published yet	1
Limited	2

Not many replies to this question came in. Possibly it is too early to be definite on this point. A number were satisfied that their products were in good hands. Of those most had made arrangements with other publishers independently and often, it would seem, sometimes in advance of the circulation of the pertinent Alert.

Item 9 - Cost of responding to publisher's inquiry

None	1
No data	6
Little (under $200)	4
Time and dollar estimate not given	3
$500 - $1,000	3
$2,000 - $3,000	2

The reported costs of following up inquiries from publishers ranged wildly from "none" to upwards of $3,000. Many said that they couldn't resurrect the figures. Since the data was not systematically kept, it is likely that most costs ran much higher than the figures reported.

Item 10 - Were you able to have product marketed in another way?

By Developer	2
By ERIC	1
None	5

Item 11 - Publisher arrangement independent of PAS

John Wiley & Sons
PAS #73-31 National Concrete Technology Curriculum
Portland Cement Association

Ohio University
PAS #73-33 Man and Environment for Secondary Schools
National Assn. for Environmental Education

OUSA
PAS #74-43 Learning Units in Career Education
Orange County Consortium

Center for Vocational Education
PAS #74-44 Career Education Curriculum Units
Ohio State University

D.C.Heath
PAS #74-56 The Future of Educational Telecommunications
Battelle-Columbus Laboratories

Item 12 - With what results?

Good	3
Fair	4
Poor	1
No publishers	1
Material incomplete	2
Center discontinued	1

At least 9 developers placed products with publishers whom they contacted independently. Some developers received inquiries unrelated to PAS and, in most cases, responded. But they often negotiated with those who already knew of the project and in whom they had confidence. In 7 instances, the results of publishing outside the Alert inquiries ranged from "fair" to "good."

Item 13 - Did you rely solely on PAS?

Yes	8
No	9
PAS & Personal Contact	4

Although 9 said they did not rely solely on PAS, 12 said that they relied on PAS or a combination of PAS and personal contact.

Some observations

The Alerts, in the main, drew few and sometimes no inquiries from publishers circularized. This may be attributed to a number of factors: the newness of the process, failure to distribute Alerts within the publishing staff, a product pipeline fully filled, lack of capital for new ventures, or other reasons. Perhaps the Alerts did not reach the right staff person.

Copyright restrictions were mentioned occasionally.

Only 7 Alerts drew more than 11 inquiries. Rising interest in certain areas (e.g. career education and the handicapped) spurred curiosity and, hence, inquiries.

Some large publishers employ staff persons to watch for opportunities and trends. Certain inquiries can be traced to casual routine attention to announcements.

Opinions and Suggestions - Items 14 and 15

Item 14 - What are your views of PAS as a procedure for obtaining dissemination?

> "greatly disappointed by the poor response, apparently due to the nature of our materials." 72-06.

> "The problem with COPES was that it produced teacher's guides only, which is too thin a market to interest commercial publishers, at least so we were told." 72-06.

> "Of some assistance, but not essential." 73-12.

> "My opinion of the PAS as a procedure for obtaining dissemination of products is that it is probably a useful first step in establishing contact with publishers, although it wasn't in our case. It assures me, because it is distributed to so many educational publishers, that I am covering the field when I use it. I don't have time to prepare a detailed mailing list of educational publishers and keep it updated, so I think PAS is probably good in this respect." 73-17; 74-57.

> "We made contact with several publishers. Two were interested until they ran into the complexities of copyright." 73-28.

> "Looking back, perhaps the chart on the second page of the announcement was detrimental to the marketing of this document. It was, I think, confusing, too small in print, and not entirely understandable. The actual document is not set up in this format at all. While the content is the same, the organization of the material is different." (note: we assume this refers to the Product Data Form). 73-29.

"PAS, as a procedure for obtaining dissemination avenues, is highly useful because of its ability to reach publishers (small and large) throughout the nation." 74-43.

"The Publishers Alert Service is not a dissemination process. It is only an announcement procedure to help make commercial publishers aware of newly developed products." 74-44.

"PAS seems to attract only the small publishers. Need personalized contacts with the larger shops." 74-50.

"One publisher told us that the RFP demands, which were developed by the New Jersey State Department of Education, were too great for publishers to agree to during a recession period." 74-53.

"Excellent." 75-72.

"We felt that it was a very valuable service." 75-74.

"The Publishers Alert Service is very worthwhile and helpful as a procedure for obtaining dissemination of development products." 75-77.

"My appraisal of the PAS system after having been through it in 1975 is, to say the least, mixed. It is my suspicion that the PAS works quite well in many cases, and provides a valuable boost for the authors involved. In our case, it did not work effectively: the process was slow, cumbersome, and yielded nothing of practical value." 75-82.

"PAS certainly did an adequate job for me because I did receive inquiries from publishers." 75-83.

"PAS is probably an important procedure for dissemination of information to publishers. 75-85.

"Very helpful." 75-93.

"I think it is a useful service." 75-97.

"PAS was helpful, but not enough." 74-55.

"Provided me with some expertise/knowledge of potential publishers. I do believe that PAS's newness to both private and public sector, as well as copyright regulations governing newly-developed products under federal grants, hindered its potential usefulness. In my opinion, curriculum developers, as well as publishers, used for the most part trial and error approaches based on 'Who's on first.' As we have all gained experience, it might be possible to really provide coordinated dissemination plans linking together private (publisher) and public sectors in the future." 73-13.

Item 15 - Recommendations for alternate means of accomplishing desirable dissemination of products.

"Permit project directors to negotiate directly with commercial and non-commercial publishers without going through PAS or Government Printing Office." 73-12.

"Staff support for two years needed to provide organized coordinated approach for dissemination and instructional implementation namely, research to practice. In a very real sense, such support is crucial if the developer is to provide not only direction but also evaluative criteria for these efforts." 73-13.

"We need to link together the private and public sectors to provide adequate dissemination and instructional implementation of products produced if we are to utilize research information for programs improvement and student achievement gains." 73-13.

"Curriculum research developers in related areas with validated programs, materials, and in-service training models for influencing adoption, adaptation and implementation should be organized in a coordinated systemic approach. Many times publishers and developers can provide reinforcing activities while at different state and regional and national meetings or replication sites." 73-13.

"Contracts/grants for dissemination, and instructional implementation for staff support for diffusion/replication, etc. should be organized, coordinated, particularly in special education,including physical education, to maximize impact." 73-13.

"Two products accepted by publishers within the past year-and-a-half;..in both cases, personal contact and an 'in' with the publishers were the reasons for publication." 73-17.

"Target to audiences based on the knowledge of the user and do this through channels that are accepted in the field related to the development effort." 73-28.

"The only way that material can be distributed is by permitting copyright, so that there is some method for distribution." 73-33.

"An incentive plan whereby publishers of such educational products would be given a tax credit or low interest loans. An information system should be developed to aid publishers in the notification of potential buyers." 74-43.

"If the publishers are to select products, they generally prefer to be involved from the very beginning. It would, perhaps, be desirable to have one central agency coordinate contacts with commercial publishers to overcome the piecemeal, hit-and-miss contact procedures now employed by product developers." 74-44.

"It seems to me that the National Institute of Education should seriously consider some kind of publishing venture supported by the federal government for the purpose of disseminating innovative materials where commercial publishers are unwilling to take the risk." 74-53.

"Outside of commercial publication...experience with OE National Diffusion Network. I think the NDN, given strong leadership and a lot more money than it currently gets, could be extremely effective for national dissemination. The model is simple and sound and should be fully tried, instead of writing it off with token funding while trying to develop some other massive dissemination plan." 74-57.

"While the PAS was extremely helpful in locating a publisher, we did in fact have a select group of publishers in mind when we entered the services." 74-61.

"Author contact of publisher." 75-72.

"Our failure to obtain a publisher for our manual was probably due to the fact that the material was neither technical enough to be of help to professionals nor non-technical enough to be of use for the layman or to the schools. We are presently working on a less technical manual and will try again to find a publisher." 75-74.

"I also was surprised that NIE did not provide users of the PAS with a written description of this service, telling how long it took, what the steps were, etc. A one-page note with some basic, factual information would, I think, be very helpful." 75-82.

"The service could be expanded to include greater detail and discussion of the 'product,' potential markets, availability of competitive products, etc." 75-85.

"...believes in PAS and also has a very high opinion of Bachrach, who was most helpful in the wording of the agreement between NAIEC and the chosen publishers. Says that red tape surrounding the contract is almost as difficult to wade through as a deal with the Office of Government Contracts." 75-92.

"Perhaps meeting with publishers' representatives at a Project Director's Meeting would help." 75-93.

"I recommend that the USOE fund direct publication of materials developed. I feel this would be the most effective means of disseminating the products." 75-96.

"No suggestions." 75-97.

Nature of products of "other developers", audience aimed at, media used

The following analysis of products described in PAS announcements sent out by 54 other developers and two centers shows, for each product, the subject-area and grade-level, the audience aimed at, the components, and the media used.

PAS #	TITLE	DEVELOPER	AREA	LEVEL	AUDIENCE	BOOK	HANDBOOK GUIDE	LESSONS	FILM STRIPS	FILMS	CASSETTES	MODULE	OTHER
72-06	COPES	New York University	Sci. Ed.	K-6	Teachers		Teacher Guides	no	no	no	no	no	
72-07	A Technology for Developing Instructional Materials	American Inst. for Research	Ed.Research	Univ.	Grad.Students	5							
73-12	A microform Handbook for Community & Junior Colleges	American Assn.of Community & Jr.Colleges	Index Guide		Comm.& Jr.Col. & Admin.		Handbook	no	no	no	no	no	Microfilm
73-13	I CAN	Michigan State Univ.	Phys.Ed. Handicapped	K-6	Planners		Workshop Guide						
73-17	Teams-Games Handbook	Johns Hopkins Univ.	Motivation	Sec.Sch. 7-12	Sec. Sch. Tchrs&Stdnts		Handbook	no	no	no	no	no	
73-28	Educational Cooperation	University of Tennessee	Admin.	Top Ed.	Administrators	Book	no	no	no	no	no	no	
73-29	Man and Environment	Miami-Dade Community College	Ecology	College	Students		Handbook	no	no	no	no	no	
73-31	National Concrete Tech. Curriculum	Portland Cement Assn.	Tech.Inst.	College Comm.Coll.	Tchrs&Stdnts		Inst.Guide	Textbook	no	no	no	no	
73-33	Man and Environment for Secondary Schools	National Association for Environmental Education	Ecology	Sec.Sch.	Tchrs&Stdnts		Guide	Outline 20	no	no	no	no	
74-43	Learning Units in Career Education	Orange County Consortium	Career Ed.	K-14	Teachers		80 Units		no	no slide tapes	no	no	
74-44	Career Education Curr.Units	Ohio State University	Career Ed.	El.Sec.	Teachers		Teachers Guides 3	More in prep.	no	no	no	no	

Nature of products of "other developers", audience aimed at, media used

PAS #	TITLE	DEVELOPER	AREA	LEVEL	AUDIENCE	BOOK	HANDBOOK GUIDE	LESSONS	FILM STRIPS	FILMS	CAS-SETTES	MODULE	OTHER
74-45	Guidelines for Establishing & Operating an Adult Learning Laboratory	North Carolina State Univ.	Adult Ed.	Adult	Adm.& Supervisors	Book	80 Units Guide		no	no	no	no	
74-53	MOPPET	Indiana Avenue School	Elem.Curr.	Elem.	Teachers	Book 600p Manual		Games Card Sts.	no	no	no	no	
74-54	While You're At It	Nassau Bd. of Cooperative Educational Service	Pre-Schl.	Pre-Schl	Parents				no	no	no	no	
74-50	Evaluation Training Program	American Institutes for Research	In-service Education	K-12	Teachers		15 pamphlets						
74-55	Systems O.N.E.	University of Utah	Handicapped Hearing	Elem.	Teachers/ Parents		Booklet	-	9 with cass.	no	-	no	
74-56	The Future of Educational Telecommunication	Battelle-Columbus Labs.	Communication	Adult	Policy Makers in Ed. Broad.	Book			no	no	no	no	
74-57	Rainy Days and Mondays	Johns Hopkins Univ.	Preventing Absenteeism	Adult	Adm/Teachers/ Parents	Book			no	no	no	no	
74-58	Neural Mechanisms of Learning & Memory	Univ. of California	Psychology	Adult Prof.	Professors/ Educators	Anthology			no	no	no	no	
74-61	Project Math	Univ. of Connecticut	Math	K-6	Teachers of Handicapped Children Curric.Mat.		Manual	2100Guides Act.Sheets	no	no	no	no	Transp. & Cards

Nature of products of "other developers", audience aimed at, media used

PAS #	TITLE	DEVELOPER	AREA	LEVEL	AUDIENCE	BOOK	HANDBOOK GUIDE	LESSONS	FILM STRIPS	FILMS	CASSETTES	MODULE	OTHER
75-72	Effective Personal & Career decision Making	Pennsylvania State Univ.	Career Ed.	HS Sr. Comm.Col.	Students	Ref. Book 159pp		Called TB really Ref.	no	no	no	no	
75-74	A Citizen's Handbook for the Evaluation of Drinking Water	Concern, Inc.	Ecology	Citizens/ High Sch/ College	Citizens/ High Sch/ College	Ref. Book			no	no	no	no	
75-77	Laney Assessment of Language Development	Coastal Center, South Carolina University	Teachers, Language Develop.	1-3 Chron. Age	Teachers Handicapped	Loose-leaf Manual		Curr. 400 pp	no	no	no	no	
75-82	Women at Work	Human Interaction Res. Inst.	Counseling	Adult Source Book	Counselors	Book 3			no	no	no	no	
75-83	Programmed Teacher Training Kits	Exemplary Center for Reading Inst.	Language Arts	Elem.	Teachers			20 kits	no	no	no	no	
75-85	Spanish-English Bilingual Education in the U.S.A.	Systems & Evaluation in Education	Bilingual	Adult	Teachers/ Supervisors	Anthology Bk 133 pp Resource			no	no	no	no	
75-92	School-System-Based Job Placement Services Program	National Association for Industry Education Cooperation	Personnel Services in Education	Adult	School Admin. Training Personnel		Manual		no	no	no	no	

Nature of products of "other developers", audience aimed at, media used

PAS #	TITLE	DEVELOPER	AREA	LEVEL	AUDIENCE	BOOK	HANDBOOK GUIDE	LESSONS	FILM STRIPS	FILMS	CAS-SETTES	MODULE	OTHER
75-93	A Guide to Deal, The Dual Approach to Learning	Los Angeles Unified School District Special Education Division	Handicapped Young Children	Adult	Teachers/ Supervisors/ Parents		Guide 250 pp		no	no	no	no	
75-96	Population Dynamics in 8th Grade American History	Florida State University	Social Studies	8th Gr.	Teachers of American History			7 Units 50pp	no	no	no	no	
75-97	The Contemporary Jewish Experience in America	Brandeis University	Social Studies	Elem. Sec.	Teachers		2 Elem.& Sec. Supervisors	5 Blueprints Student booklets	Slides Tapes		5		Posters 12Games

Evaluation practices of developers

Commercial publishers of instructional materials, especially those preparing products for classroom use, commonly evaluate products in advance of final stages. Evaluations include classroom testing and gathering teacher and supervisor opinions. Frequently products undergo changes to eliminate weaknesses.

How much evaluations influence decisions to purchase is hard to determine. Salesmen, however, often include evidence from evaluations in their sales presentations.

Therefore, a publisher looking at an NIE product grant will respect evidence from evaluation if it appears in a PAS.

Most PAS announcements tell about pilot studies and other evaluations undertaken.

The accompanying chart presents in tabular form, information received from developers about the kind of evaluation undertaken for products.

No definite evaluation pattern appears.

These points can be made:

1. Because almost no projects led to published classroom materials, the testing of children was neither possible nor relevant.

2. Teacher guides, the most common product, do not lend themselves to evaluation.

3. Many developers invited RFP's before the project was completed, and so evaluation was not feasible.

4. Evaluation, when undertaken, reached limited numbers of teachers and students. Pilot studies were more common. These do not require large numbers of students.

5. Often the project did not lend itself to evaluation: i.e., an anthology or an adult trade book.

6. Sometimes the product was the outgrowth of a long process of study, and development was funded.

7. We found almost no evaluation of the market for a product in advance of development.

8. We found little or no correlation between publishers acceptance of products and evaluation. Publishers, however, were more inclined to seek contracts for those projects that were an outgrowth of sustained work in new demand areas.

TABULATION OF EVALUATION PRACTICES

	No Report	Yes	None	Some	Not Needed	Partial or Limited	Very Little
06				X			
012					X		
13	X In prep. seems outgrowth of sustained experiment	X				X	
17	X						
19		X 21 classrooms					
27				X			X
29			X				
31		X			X apparently		
33	X						
41		X					
43	X						
44			X				
50		X with changes				X	
51		X Widely used- in prep. '74					
53		X No details- Pacemaker Award		X			

	No Report	Yes	None	Some	Not Needed	Partial or Limited	Very Little
54		X				X	
55			X In prep.				
56					X		
57	X						
58					X		
61		X 5 yr. study					
62		X In process					
72			X				
74			X				
76				X			
77		X					
82					X		
83		X Several schools in several states			X		
92		X 3 states-intensive					
93			X				
96				X			
97		X 22 classrooms					

TASK II

AN ANALYSIS AND EVALUATION OF THE ALTERNATIVES TO PAS

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TASK II

AN ANALYSIS AND EVALUATION OF THE ALTERNATIVES TO PAS

Two unacceptable alternatives

A first alternative to PAS is discussed at length in the Task I report -- improving the mechanism as it existed until January 1976, when PAS was suspended. In BCMA's opinion, PAS would have functioned better in achieving its announced aims if the recommendations discussed in the body of the report, and summarized in the final pages, had been followed.

A second alternative would be to eliminate an announcement system altogether and to require grantees and contractors to accept the full burdens of private-sector authorship -- i.e. to require them, as a condition of their funding, to develop their own lists of potential publishers and to establish necessary contracts with no guidance of any kind from NIE.

In BCMA's view, neither of these two alternatives is acceptable. The first is unacceptable because PAS in its present form was based in part on mistaken assumptions. The second is unacceptable because it places an unfair burden on developers and makes no attempt to be "fair and equitable" to "all interested parties."

Four acceptable alternatives

A third alternative, relatively inexpensive and easy for NIE (but not for developers), would be simply to provide developers with a comprehensive mailing list of potential publishers, annotated according to publisher capabilities and interests. Provisions also would have to be made to update the list periodically, probably every three months. Developers, as part of their contracts, would be required to announce all their potentially publishable products to all publishers (or to all publishers in a selected category or categories) at least twice -- once when the product is first defined, and again when it is far enough along for the developer to be able to send a potential publisher, as a minimum, "an outline and sample chapter" -- i.e. enough of the product so that the publisher could form his own judgment about the quality of the authorship and the scope of the project. Developers also would be required to obtain NIE advance approval of their announcements, and to keep NIE informed specifically about publisher responses.

This alternative, though possibly difficult to monitor, has considerable appeal, even though it could create a kind of promotion-writing competition among developers, some of whom probably would be more successful than others in describing their products in attractive terms and getting publisher responses. Publishers, however, tend to take a *caveat emptor* view of what comes in over their transoms and are sophisticated (some would say cynical) about authors' claims.

One possible draw-back is that it might encourage the creation of a small empire of announcement writers and analyzers, a small mountain of correspondence and files, too many developer/publisher visits and phone calls, and a corresponding increase of correspondence and file activity in NIE. Another draw-back is the additional expense it would mean for developers, each one of which would have to spend some money and time building up mailing expertise to do the job correctly. Perhaps the advantages of additional product exposure and possibly better eventual dissemination would outweigh any disadvantages.

A fourth alternative (a variation of the third) would be to modify the present PAS structure drastically. First, require each developer to submit a brief announcement describing his product as soon as it can be defined. Second, engage an outside contractor to revise and send it to all publishers or selected categories of publishers according to the wishes (approved by NIE) of the developer. Third, require the developer to prepare another announcement when he has reached the "outline and sample chapter" stage. Fourth, have the outside contractor revise this copy and send the announcement to all publishers or selected categories of publishers, as before. If the first and second announcements produce no results (i.e. no publishers preparing bid proposals), the developer would be required to send out still a third (and final) announcement. This alternative would (1) give NIE complete control of the announcement mechanism (since all steps would be subject to NIE approval), (2) give every developer the advantage of a separate announcement (i.e. the description of his product would not appear along with a number of other product descriptions, some of them "competitive," as would be the case in a newsletter), and (3) give virtually full assurance that "all interested parties" would receive notification.

A fifth alternative, which appeals to many developers and publishers and also to SDC, is to create a special newsletter devoted exclusively to news about NIE-funded, potentially-publishable development projects. Developers would be required to send NIE, or an outside contractor, regular bulletins about all their products (from the award of the grant to the completion of a prototype). Or the outside contractor would be required to keep in regular touch with all developers and to obtain progress bulletins from them on a regular basis. The news items would be arranged in pre-determined publishing categories, so that publishers could quickly scan areas of interest. Clear instructions would be given about whom to phone or write for further information.

The purpose of the newsletter would be made instantly apparent in the title and sub-title of each issue — i.e., an announcement mechanism designed to acquaint all potential publishers with products being developed with government funds. Recipients would be encouraged to add names, and all developers would be on the mailing list along with publishers. The framework would be formal, but informality would be encouraged in the announcement items.

Commentary on alternatives three, four, and five (see examples, Appendix, pages IIi - IIiii)

Alternatives three, four, and five all rest on the preparation and maintenance of a comprehensive mailing list of educational publishers and producers, with appropriate selection capabilities.

Of the alternatives to the present PAS system presented so far, the fifth -- the newsletter -- seems to BCMA the best, at least from the standpoint of getting the most information into the hands of potential publishers in attention-getting form. It certainly would be read by publishers and also by developers. It could be modified quickly in response to suggestions by developers and publishers. It would satisfy NIE's obligation to get the word about new products around to "all interested parties" early, and "in a fair and equitable manner." Although it would require hiring an outside contractor, or setting up a section within NIE at a cost roughly equivalent to the cost of PAS (perhaps somewhat higher), it possibly would be less costly to developers than the $1,000 per PAS announcement estimated in the Task I report.

Two additional alternatives (see examples, Appendix, pages IIiv - IIvi)

A sixth alternative, probably the least expensive and the easiest of all, also should be considered seriously by NIE -- "announcements of record" in trade journals or newsletters read regularly by publishers. If such a procedure were followed, NIE would first have to decide which trade publications should be used and then would have to make sure that an announcement of this decision was communicated widely throughout the publishing industry. Obviously, the final decision about publications would have to be made in conjunction with a committee of representative publishers, or by taking a poll by mail, but it probably would include one or more of the following: Publishers Weekly; Educational Marketer; and EDUCATION U.S.A. All three are read regularly by commercial publishers, all three carry special features regularly, and all three have circulations in the high thousands. Among the three, Publishers Weekly is probably read by the widest range of publishers, but Educational Marketer has become almost a "must" for educational publishers. Announcements in both these publications would achieve something close to saturation coverage, provided the "rules" were made abundantly clear.

The announcements would be another special, regular feature. The feature items could be gathered by NIE, or by an outside contractor, and turned over to the publications. Or the publications themselves could be engaged as contractors to gather the information regularly and present it according to a pre-determined policy. This alternative has the advantage of combining the trade publications' normal interest in getting news items with the publishers' normal interest in keeping up with what's going on. Also, such announcements would perhaps be read by more people than would individual announcements or a special newsletter. Trade publications that have been paid for by publishers tend to be routed around among several readers, and many individuals in publishing companies have their own subscriptions.

PAS-plus

A seventh alternative involves a combination of either three, four, five, or six and a special extra effort to assist developers working on major programs designed for per-pupil use to find suitable publishers. This special extra effort would involve an outside contractor thoroughly familiar with the educational publishing industry, and with major curriculum trends. The outside contractor would (1) counsel the developer concerning the timing and nature of his approach to selected publishers, (2) assist the developer to prepare a written presentation in terms familiar to publishers, describing his program, (3) approach publishers on the developer's behalf, and (4) assist both developer and publisher in contract negotiations as needed.

This seventh alternative could be called PAS-plus, since it is BCMA's conviction, made clear in both the Task I and Task II reports, that a systematic announcement mechanism of some kind for all potentially-publishable products developed with government funds should be a part of NIE's planning for the future. (see page II-ix of Appendix to Task II)

Assumptions underlying all recommended alternatives

Three acceptable alternatives, as previously noted, rest on the creation and maintenance of a complete mailing list with appropraite selection capabilities. And all recommendations are based on the assumption that personal contacts between developers and publishers should be encouraged, and that PAS (or any alternative) is nothing more than an announcement -- important in the process of finding suitable publishers, but limited in what it can accomplish. All the recommended alternatives also are based on the assumption that a full, clear explanation of exactly what the announcement mechanism is and exactly how it works should be made readily available to all developers and publishers.

A special word about mailing lists

Mailing lists are discussed generally throughout the Task I report and specifically on pages I-16 - I-18. If separate announcements for each potentially-publishable product are continued, it probably would be advisable at least to consider sending each announcement only to selected categories of publishers. If, however, a newsletter is decided upon, it certainly should go to everyone. Readers could be counted on to make their own selections according to their publishing interests. Generally speaking, selectivity in mailing lists is expensive to develop and even more expensive to maintain. In BCMA's opinion, the extra expense of sending mailings to publishers who are not interested in particular products is outweighed by the fact that, if selectivity is attempted, undoubtedly a few potential publishers will not receive mailings. In any event, specific recommendations about setting up a mailing list are, because of the complexities involved, beyond the scope of these reports.

In summary

The alternatives to PAS as now structured are, as BCMA sees them, the following:

1. Improve the PAS mechanism as it existed till January 1976 along the lines suggested in the Task I report.

2. Forgo an announcement mechanism and place the burden of finding publishers entirely on the shoulders of developers.

   (note: neither of these alternatives is, in BCMA's opinion, acceptable, though the first certainly is preferable to the second.)

3. Provide developers with a comprehensive mailing list with appropriate selection criteria and maintenance provisions, and require them to use it according to certain regulations.

4. Announce all government-funded projects through a special newsletter distributed regularly to a comprehensive list of educational publishers.

5. Modify the present PAS structure drastically by requiring all developers to announce all products earlier, and at least twice, in simpler, less formal bulletins distributed to the same mailing list as in alternatives three and four.

6. Announce all government-funded projects "for the record" in widely-read trade publications acceptable to a consensus of representative publishers.

7. Employ either three, four, five, or six along with a special extra effort to assist developers of major programs designed for per-pupil use.

The Appendix to this Task II report includes examples of alternatives three, four, five, and six, along with information about an actual "special extra effort" similar to that described in alternative seven.

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Appendix

to

Task II Report

Rough-draft examples of Alternatives 3, 4, 5, and 6 to PAS discussed in Task II Report, along with a finished example of a seventh alternative called PAS-plus.

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Task V: Review of consumer interest and issues that should modify or constrain any of the previous policy recommendations. . . . . V 1 - V 11

Task VI: Prepare a final summary of all of the recommendations and activities required in the foregoing sections . . . . VI 1 - VI 7

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Prepared by BCMA Associates, Inc. for the National Institute of Education under Contract No. 400-76-0086.

February 25, 1977

Rough-draft Example - Alternative No. 3 - Task Force II Report
- First announcement prepared by developer and distributed by developer to comprehensive mailing list supplied by NIE

NIE PREVIEW: EDUCATIONAL MATERIALS, PROGRAMS, AND SPECIAL STUDIES

XYZ INSTITUTE March 1, 1977

Supplementary metric education workbooks for grades K-6

The XYZ Institute has just received a grant from the United States Office of Education to develop a series of seven metric education workbooks for pupils in kindergarten through grade six. These workbooks, which will be written by a specially selected team of experienced teachers and textbook writers, will be designed to supplement any elementary school mathematics program. They will give special attention to the fact that children learning metrics will nevertheless live in a world that, for many years to come, will continue to use terms and measurements from previous systems.

A comprehensive teachers' guidebook, along with separate manuals for each of the seven workbooks, will be prepared along with the pupils' materials.

Publishers wishing to learn more about this program, which is scheduled for completion in complete prototype form no later than March 1978, are invited to call or write XYZ Institute for further information. Inquiries should be directed to:

Dr. AAAA B. CCCCCC
XYZ Institute
etc. & etc.

This announcement is sent to you in compliance with the requirement that all educational materials, programs, and special studies being developed with the aid of grants from the United States Office of Education, and administered by the National Institute of Education, must be announced and described to all companies in the private sector that may wish to submit publication proposals on a competitive basis. Interested companies should communicate directly with the developer for further information.

- complete revision of PAS announcement mechanism
- first announcement prepared by developer, and edited and distributed by outside contractor

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NIE PREVIEW SERVICE

EDUCATIONAL MATERIALS, PROGRAMS, AND SPECIAL STUDIES

United States Department of Health
Education, and Welfare
National Institute of Education

NPS 1-77 March 1 1977

GHI BOCES

Career Education: What It Is, How To Do It

GHI BOCES, working with a team of experienced educators and writers (many of them previously employed in private industry), is now preparing a series of how-to-do-it professional booklets aimed at teachers and administrators responsible for developing career education programs in public and independent schools.

The four booklets in the series, averaging about 200 pages in length, will cover four grade-level areas: K-3; middle grades; lower high school grades; upper high school grades. They are scheduled to be completed in early 1978.

Those interested in learning more about this program with a view toward possible publication and marketing should communicate with:

Ms. Josephine Doe
GHI Bureau of Cooperative Educational Services
etc. & etc.

This announcement is sent to you in compliance with the requirement that all educational materials, programs, and special studies being developed with the aid of grants from the United States Office of Education, and administered by the National Institute of Education, must be announced and described to all companies in the private sector that may wish to submit publication proposals on a competitive basis. Interested companies should communicate directly with the developer for further information.

-- newsletter distributed by NIE, or by contractor, to comprehensive mailing list of educational materials companies

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NIE PREVIEW NEWSLETTER

EDUCATIONAL MATERIALS, PROGRAMS, AND SPECIAL STUDIES

Vol. 1, No. 1 ---- March 1, 1977

Afro-American Education

The ABC Center for Urban Education has just been awarded a grant by the United States Office of Education to develop a program of sound filmstrips for use in the middle grades to describe the history and geography of the African kingdoms where the ancestors of millions of U.S. citizens were born.

Interested publishers and producers should direct their inquiries to: Dr. PPPP D. QQQQ, ABC Center for Urban Education, etc. & etc.

Algebra

The DFE Consortium announces that its program of four guidebooks for helping teachers to introduce the basic principles of algebra to pupils in the early grades (K-3) is now complete in manuscript form. Publishing proposals are being entertained, with a deadline date of May 16, 1977. Further information may be obtained from Dr. etc.,etc.

Bilingual Education

IJK BOCES has just completed etc. & etc.

LMNOP Foreign Language Institute announces that etc. & etc.

BILINGCULT INC. calls the attention of interested publishers and producers to the fact etc. & etc.

Biology

The FGH Institute wishes to announce that etc. & etc.

This newsletter is being distributed in compliance with the requirement that all educational materials, programs, and special studies being developed with the aid of grants from the United States Office of Education, and administered by the National Institute of Education, must be announced and described to all companies in the private sector that may wish to submit publication proposals on a competitive basis. Interested companies should communicate directly with the developer for further information.

Rough-Draft Example - Alternative No. 6 - Task II Report - "for-the-record" announcement in Publishers Weekly - pasted over section of page 46, 11/29/76 issue, and used with permission.

Positions Open

MASS MARKET Paperback house located in Bergen County, NJ, has excellent career opportunity available. Experience necessary in all phases of inventory and shipping control. Excellent company benefits. Please send résumé/letter in strict confidence stating salary requirements to Box JF. An equal opportunity employer m/f.

NAT'L SALES MGR. College publishing division in large corporation has an immediate opening for a national sales manager. Position requires an aggressive, high goal achiever who will quickly be responsible for the expansion of an already established entry level share of the community college market. Manager will be directly responsible for the coordination and implementation of the 1977 marketing campaign. Minimum requirements for candidates include solid professional experience in publishing, particularly in selling to community colleges and other post secondary schools. Regional sales managers who have managed at least 5 sales representations will receive priority attention. Salary competitive with industry. An affirmative action, equal opportunity employer with excellent benefits and opportunity for growth. Send résumé including realistic statement regarding willingness to relocate. Box GD.

SALES MGR. Fee paid $20,000++. Need gd. nat'l contacts for coll. & post-grad markets. Sm. kldg. of medical & allied health areas helpful. HADLE AGENCY, 501 Madison Ave.

SALES MGR. NAT'L. Fee paid $25,000-$30,000. Require experience in training and supervising a direct field sales force, creating and developing promot'l and adv. literature. Should have exc. sales exp. in indiv. reading and math and standardized testing programs. (Reloc.). HADLE AGENCY, 501 Madison Ave.

SALES MKTG MGR. Major British educational publisher entering U.S. market needs sales/marketing manager asap. Box JE.

SALES PROMO MGR. Fee paid to $20,000. Need bkgd. in d/m, sales aids, incentive program. Will supervise, write & produce mail campaigns, etc., control budgets for several publications. HADLE AGENCY, 501 Madison Ave., 753-7578.

Positions Wanted

ART DIRECTOR/Designer. 13 yrs. solid exp. Pratt grad. Energetic, articulate, compatible. Long-term N.Y.C. Box HL.

COMMISSION LINES: So. Calif. 14 yrs. exp. Excellent established rapport. John Bellas, 4041 via Marina K308, Marina del Rey, CA 90291.

COPY EDITOR. Exp. all stages magazines & books. Supervised freelancers. Full-time/freelance. Able, conscientious expert. Box JM.

CREATIVE PRESS Releases on any subject for overworked publicity departments and small publishers. Experienced writer freelancing, offers original and interesting approach. Samples on request. Also available for media tours, national or limited, including radio-TV and off the book page interviews. Box OP.

EXPERIENCED TEXT/Trade book representative seeks temporary Christmas and second semester heavy period sales work, full or part-time, with one or more trade, college or wholesaler stores in greater Boston area. Knowledge of new books and of publishers. Will pick up orders from local distribution. Box JB.

MANAGER, buyer, retail books, 16 years' experience 8th Street Bookshop, New York, seeks responsible position in privately owned shop, museum or college bookstore; or opportunity in acquisitions, publishing/related field. Will relocate. Replies to: Conrad Brenner, G.P.O. Box [illegible], New York, N.Y. 10001.

PROMOTION DIRECTOR. Wide-function agency/publisher bkgd. Experience directing copy writers, designers, media, traffic, production for major text/trade firms. A "celebrity" direct-mail person with a refreshing head for budget, due dates, competition, bottom line. Copy/marketing success reflected in award portfolio, name references. Mid $20's. Box JP.

RECEIVABLES sky high? Turning slow as molasses in January? Selling every Tom, Dick & Cary? Top flight C & C mgr.; degree pro; years in publishing. Box JH.

SALES MANAGER for educational and professional books in computer science and business. Must have experience in selling technical books in the professional and/or educational markets. Will consider an experienced field sales person. Heavy travel at times. Salary commensurate with experience plus incentive. We are a small, well known publisher in the computer science field. Send résumé and salary history in complete confidence to: David Richerson, Director, Petrocelli/Charter Publishers Inc., 641 Lexington Ave., New York, N.Y. 10022.

TRADE SALES/Marketing Manager currently employed small-medium prestigious New York house seeks new challenge. 15 years' experience; thorough, effective. Can show positive results international or domestic markets. Box CK.

YOUR QUALITY adult & juv. lines, cloth or paper, wanted by pro. to sell to whlse. & retail trade accts. in Calif. & Ariz. 21 years' broad experience, established rapport, backed w/solid sales efforts. Box JJ.

For Sale

WILL $5,000 CASH buy 70,000 used paperbacks in very good condition: Assorted categories, no more than 3 per title, under 6 years old (negotiable). Box HH.

Special Notices

BUTTERICK PUBLISHING announces a new trade discount schedule including STOP effective January 1, 1977, the Butterick Publishing trade discount schedule for combined cloth and paperback, new and backlist titles will be:

1 copy	20%
2 copies	40%
10 copies	42%
25 copies	44%
50 copies	46%
100 copies	48%
150 or more copies	50%

Additional 5% discount for all titles ordered pre-publication except for STOP. STOP: 35% + 50¢ per copy. Address for orders: Butterick Publishing, P.O. Box 1914, Altoona, PA 16603. All sales are net 30 days. Shipments are F.O.B. plant or warehouse and delivery charges, sales and use taxes, shall be for the account of the customer. Returns are accepted after 60 days but before 18 months from date of invoice.

ACCURATE Phototypesetting: 40 styles, unlimited mixing. Accents, ligatures. RC paper. Economy, speed, quality. Call for typebook. Journal Graphics (212) 732-8552.

ATTENTION: PUBLISHING Companies. Understaffed? Overworked? The Free-lance Group, Inc. provides a unique service, that of a freelance clearinghouse, staffed by the largest source of professional freelance workers of any kind who work for us. Copy editors, writers, artists, proofreaders, etc., are all available for part-time assignments. Increase your efficiency! Cut down on needless overhead! Call for details: (212) 354-8615.

BOOK SHIPPING. Complete service. Large or small runs. Mr. Beckman (212) 875-1414.

FREEDMEN'S ORGANIZATION: A typesetting company specializing in scholarly technical, foreign language, and difficult books. Send for brochure and price list. 3311 Beverly Blvd., Los Angeles, CA 90004.

SUPPLEMENTARY METRIC EDUCATION PROGRAM. XYZ Institute. A USOE grant has just been awarded to the XYZ Institute to develop a series of supplementary workbooks in metric education designed to accompany any K-6 mathematics program. Companies wishing to learn more about this program, with a view toward publication following a competitive bidding process, should call or write: Ms. Rosalind Roe, XYZ Institute, etc. etc.

HARPER & ROW will offer to those dealers who are essentially catalog houses, promoting and selling books through direct-mail catalogs, a discount of 46% from the publisher's suggested list price, such allowance to be in lieu of other advertising allowances and to apply only to titles currently being cataloged. The catalog advertising allowance so offered may not exceed the total cost of that portion of the advertising which relates specifically to Harper & Row titles. Harper & Row must approve in advance titles to be cataloged and will require proof of expenditure, tear-sheets, etc. Accounts wishing to avail themselves of this alternate advertising allowance should write or call the appropriate sales office.

Services

Total Order Fulfillment and Distribution Service

Modern warehouse facilities combined with professional and experienced personnel to handle your order fulfillment. Permanent location for your product providing efficiency in picking, packing and shipping.

In addition to the basic services we provide shrink packaging: a unique way of shipping your paperbacks. Savings in postage!

Mass mailing: automatic equipment reducing time and cost per unit.

We welcome the opportunity of quoting rates for our complete service or any of our programs to accommodate your specific requirements.

We are experienced in both domestic and international markets.

For further information contact:

INTERNATIONAL BOOK SERVICE, INC.
58 Grant Avenue, Carteret, N.J. 07008
(201) 541-1772 (212) 349-3593

Price Changes

FRANKLIN WATTS, INC. announces the *following* price increases effective January 1, 1977:

Ant & Bee Books	$2.95
Franklin Watts Biographies	$5.90
Blacks in America Series	$4.47
Colonial Americans Series	$4.47
Concise Guides	$4.47
Career Concise Guides	$4.47
First Books	$4.47
First Steps to Math	$4.47
Focus Books	$4.47
World Focus Books	$4.47
The Human Body Series	$4.47
Ideas About/Learning About Series	$4.47
Impact Books	$4.90
Instant Reference Books, regular editions	$2.95
Let's Find Out Books	$4.47
Military Histories	$4.90
Minorities in America Series	$4.47
Picture Life Books	$4.47
Read About Books	$4.47

MSS for Sale

I AM LOOKING for a publisher for a very charmingly written biography of one of the most interesting Beatles, George Harrison. It includes a detailed analysis of his musical and vocal productions, many previously unknown details from his private life, hundreds of pictures; many taken by the author. The author met George Harrison personally, was invited to his residence in Henley (approx. 50 km from London) and had a good look at his Dil in Friar Park, took a lot of photographs (about 70), many of them show the author English and German. Box JL.

Rough-draft Example - Alternative No. 6 - Task II Report

- "for-the-record" announcement in The Educational Marketer
- pasted over section of page 9 of 12/1/76 issue, and used with permission

individualized program at their own pace. The course, which costs $85, is based on materials and ideas originating at the Education Resources Information Clearinghouse (ERIC) of Information Resources at Stanford University.

A recent Gallup poll indicates that two-thirds of Americans believe that high school students should be required to pass a standard nationwide exam in order to qualify for a high school diploma. Another 31% were against such a test with the remaining 4% undecided. A similar pool in 1958 showed that 50% of the public supported such a standardized test, with 39% opposed and the remaining 11% undecided. Those most likely to favor the standardized exam were those with just a grade-school education (76%) and those with high school educations (69%). There were few discernible differences of opinion based on sex, race or geographical region, although those in the 18-29 age group were less likely to support such an exam than were their elders: some 71% of those over 50 years of age supported the test.

Praeger Publishers has moved from 111 Fourth Ave., New York to 200 Park Ave., New York, NY 10017.

Four new reading series that span the grade levels from kindergarten through junior high will be available from the Agency for Instructional Television in January. The series was produced by the Maryland State Dept. of Education, and includes 75 reading motivation lessons...AIT is also reading a new classroom TV sereis in political science, "It's All Up To You," for the 1977-78 school year. The Cooperative Educational Service Agency (CESA) 13 of Waupun, WI has produced the series in cooperation with WHA-TV, Madison, and the Wisconsin Dept. of Public Instruction.

Addendum on the Association of Media Producers cassettes on educational marketing. "Strategies for Educational Marketers," a collection of highlights from two 1975 national marketing seminars, is a complete tape library which sells for $179.50. The "Bull Marketing in a Bare $ Market" portion is $124.50 while "Mail Order Marketing" is $85.00. Available from AMP, 1707 L St., N.W., Suite 515, Washington, DC 20036 (202-296-4710).

Federal agencies allocated $4.5 billion to institutions of higher education during FY 1975, according to a report from the National Science Foundation, which calls this about the same level of support as the previous year but an 8% decline when converted to constant 1972 dollars. DHEW accounted for the largest amount, $3.2 billion or 70% of the total, according to NSF, which says it supplied the second largest amount, $491 million or 11% of the total. Other sponsoring federal agencies included the Agriculture and Defense Departments, Energy Research and Development Administration and the National Aeronautics and Space Administration.

Nearly two-thirds of the $4.5 billion obligated to universities and colleges by federal agencies went to 100 leading institutions, with 16% going to the first ten. Largest obligations went to the University of Washington($80.6 million) and the Mass. Institute of Technology ($80.3 million). Survey results are presented in Science Resources Studies Highlights, (NSF-76-327), available from NSF's Div. of Science Resources Studies, 1800 G St., N.W., Washington, DC 20550.

SUPPLEMENTARY METRIC EDUCATION PROGRAM, XYZ Institute. A USOE grant has just been awarded to the XYZ Institute to develop a series of supplementary workbooks in metric education designed to accompany any K-6 mathematics program. Companies wishing to learn more about this program, with a view toward publication following a competitive bidding process, should call or write: Ms. Rosalind Roe, XYZ Institute, etc. & etc.

Rough-Draft Example - Alternative No. 6 - Task II Report
- "for-the-record" announcement in EDUCATION U.S.A.
- Pasted over section of page 95 of 11/22/76 issue, and used with permission

IVACY REGS DOING OKAY SO FAR

Despite some problems with the "Buckley Amendment," its establishment of fair information practices is working at the elementary and secondary level, according to the chairman of the Privacy Protection Study Commission. Opening the second hearing, held in Washington, D.C., last week, chairman David Linowes said testimony from elementary and secondary school witnesses at the first hearing in Los Angeles last month indicated that precollege institutions "are able and willing" to adjust to the regulations of the privacy amendment. Linowes said there were still four areas of concern: 1) the amendment and the regulations are confusing and sometimes ambiguous; 2) the restrictions on the flow of information between schools and law enforcement officials should be reconsidered; 3) the additional "though not debilitating" administrative burdens; and 4) the possibility of less protection for students helping with research activities in schools.

Higher education institutions, however, told the commission that the privacy regulations are creating more problems than they are solving. In addition to more recordkeeping, witnesses said faculty members were reluctant to be candid about students when writing references for graduate work or employment. One matter that came before the commission in Los Angeles--the controversial survey form being used to develop an integration plan--apparently was considered of peripheral interest. Linowes did not mention the controversy in his summary of the West Coast hearing, and John Barker, public affairs director for the commission, said the survey itself is "not really connected to the privacy issue, but we are interested in the uses that individuals make of the information they collect through these surveys." nwhile, on another privacy matter, nine New York City principals turned up in court with a rather ingenious argument against that city's racial and ethnic survey. They simply pleaded the Fifth Amendment, contending that the survey results could incriminate them by proving that discrimination had occurred.

■ The U.S. Supreme Court said last week it will take on two hot issues--big city desegregation and affirmative action/reverse descrimination. The first action revives the Detroit busing case, but this time the question is: Can a federal court order an improved curriculum for the city's poor schools and require the state to pay half the cost? The state of Michigan says the court overstepped its bounds and has "usurped the powers of the state legislature." The high court also said it would consider the use of racial quotas for admission to the U. of California at Davis medical school. A well-qualified white applicant was rejected, and the California Supreme Court ruled he was a victim of discrimination. Many civil rights activists believe the university has a weak case and should abandon it.

federal register alert

Nov. 5--Rule changes on guaranteed student loans. Feb. 7 is last day to apply for metric ed grants.

Nov. 10--Proposed rules on vocational education. HEW wants comments on its citizen participation task force.

ov. 15--Jan. 12 is last day to apply for desegregation grants and emergency school aid.

■ IN BRIEF: SUPPLEMENTARY METRIC EDUCATION PROGRAM. XYZ Institute. A USOE grant has just been awarded to the XYZ Institute to develop a series of supplementary workbooks designed to accompany any K-6 mathematics program. Companies wishing to learn more about this program, with a view toward publication following a competitive bidding process should call or write: Ms. Rosalind Roe, XYZ Institute, etc. & etc.

Example (in final form, as prepared and used by BCMA for LRDC) of the kind of written presentation described in Alternative 7, Task II Report, preceded by a review of procedures and results with this project to date.

PAS-plus

As a seventh acceptable alternative to PAS, BCMA suggests in the Task II Report a combination of either three, four, five, or six and a special extra effort to assist developers of major programs to find suitable publishers. We have called this alternative PAS-plus.

An important part of this recommended "special extra effort" is a written presentation, in language familiar to educational publishers, describing the program in enough detail to enable a publisher to decide whether he wishes to visit the developer to explore publication possibilities.

The "Memorandum to School Publishers" is an example of such a written presentation. It describes the New Primary Grades Reading System developed at the Learning Research and Development Center of the University of Pittsburgh by Dr. Isabel Beck and other LRDC staff members, and supported by the Center's research specialists. The presentation was prepared in draft by BCMA, submitted to Dr. Beck for review, and submitted in its final revised form at various times from July through November 1976 by BCMA to 12 different educational publishers, each with sufficient interest in the program to review the memorandum and discuss it with the appropriate editors. In every case the memorandum was sent only after a representative from BCMA had talked at length with a high-level executive of the company concerned during the course of a personal visit made for the purpose.

Two of the publishers requested sample materials. One of those two arranged to visit LRDC and, following this visit, expressed a definite interest in the possibility of publishing the program. A final decision is still pending. Ten publishers have definitely turned it down, and one other publisher has not yet been heard from.

The situation in this case was complicated to some extent by the fact that LRDC had come close to completing a publishing agreement with a major company in 1974. The negotiations were terminated by the company, however, because of major corporate changes not anticipated when the negotiations were begun. This particular company was the first to be approached by BCMA. They had high praise for the program but were not in a position to reconsider their previous decision.

Finding a publisher for a major program of this nature is difficult for several reasons, all of which were discussed with LRDC. The number of publishers with the resources to undertake such a program is limited, and most of them already have elementary reading programs. Declining enrollments, continuing budget crises, and the "back-to-basics" trend have created a depressed marketing climate in which schools are unable and/or unwilling to purchase costly, innovative programs. Because of the adoption requirements in many states and cities, publishers are reluctant to consider K-3 programs in the absence of materials for grades 4-6.

Memorandum for School Publishers
Concerning the New Primary Grades Reading System

July 26, 1976

MEMORANDUM TO SCHOOL PUBLISHERS

The Learning Research and Development Center of the University of Pittsburgh, one of the federally-funded centers administered by the National Institute of Education, has engaged BCMA Associates, Inc. to assist in finding a commercial publisher for LRDC's New Primary Grades Reading System (NRS). During the past several weeks we have been meeting with the directors of LRDC and various staff members to become acquainted with NRS. These discussions and our study of the materials have convinced us that the program deserves the serious attention of educational publishers.

Research, Development, and Field-Testing

In preparation since 1972, and now complete in prototype form (except for a teacher-training component in the initial development stage), NRS was developed by Dr. Isabel Beck with the assistance of several other staff members, and supported by the Center's research specialists. It rests on a firm foundation of recent learning theory, and has attracted the favorable attention of authorities in reading, psychology, and curriculum.

During the past three years NRS has been field-tested in the primary grades of representative elementary schools in the Pittsburgh area. Among these are the Kelly and Turner Schools in the Wilkinsburg School District, a district recently reorganized to achieve racial balance in the schools. The experience in these two schools was so encouraging that a Wilkinsburg district-wide committee, after reviewing about 20 published reading programs and studying nine of them in depth along with NRS, unanimously decided to adopt NRS for use in all primary grades, beginning in September 1976. Further details about this remarkable success story appear in Attachment #1, "The Wilkinsburg Experience."

NRS also will be field-tested in several schools in Akron, Ohio, starting in September. By that time the program will be in use in approximately 50 different classrooms, representing a wide range of pupil backgrounds (from inner-city to suburban) and classroom organizations.

The results of standardized tests administered in several different classes to children who have used NRS show levels of reading achievement considerably above -- sometimes dramatically above -- levels achieved by pupils in the same schools using well-known published reading programs. One phase of this testing is discussed at some length in "The Wilkinsburg Experience" (Attachment #1).

Major Goals of NRS

NRS is a basic system for teaching all the reading skills traditionally included in the first three years of reading instruction. Among these skills are reading readiness skills such as left-to-right sequencing, locational skills, and following directions. The program therefore does not require any special degree of reading readiness and has been used effectively beginning in kindergarten.

Originally conceived with the needs of inner-city children uppermost, NRS in its final prototype form provides for a full range of children's aptitudes and abilities. It is now designed to enable all children, regardless of socio-economic background or intellectual capacity, to achieve success in reading up to the limit of their capabilities. Meeting the needs of every child learning to read has become the overriding goal of the program. And field-testing has shown that it works just as well with gifted children as it does with slower pupils.

Another major goal of Dr. Isabel Beck and her staff is to wean children away from a formal reading program as soon as possible and to prepare them to read independently in the various subject-matter areas they will encounter in grade three and above.

A Basic Program for All Pupils

To attain its major goals NRS blends individualized and group learning techniques and provides a great wealth and variety of materials and alternative teaching strategies. Under the guidance and monitoring of the teacher, each child proceeds at his own pace till he completes the program, spending an average of about 45 to 60 minutes per school day on reading activities. Some children finish the program as early as the end of grade two, whereas others may not complete it until the end of grade four. Attachment #2 indicates the distribution following completion of the first and second grades of pupils who have used the program so far in Wilkinsburg.

NRS is therefore divided into 14 levels, not into grades, with each level divided into approximately 10 lessons. A typical first-grade classroom will be stocked with materials for Levels 1-8, second grade with Levels 3-12, and third grade with Levels 6-14.

NRS uses a combination code-breaking/comprehension approach to beginning reading, employing a mixture of synthetic and analytic phonics. Level 1 presents an initial teaching/learning sequence designed to give children a useful repertoire of sound/symbol correspondences as soon as possible. Then children are taught to use a systematic "blending" technique that enables them to slide sounds together into words. This "blending" technique is an important "invention" of the NRS developers.

NRS uses a variety of word-attack skills: symbol/sound correspondence, blending, similar and contrasting word patterns, and whole words. But these decoding techniques do not become ends in themselves. The program begins at once to help children to build a recognition vocabulary and to develop comprehension skills. Emphasis on comprehension increases as children progress. By Level 5, there is approximately a 50-50 split between comprehension and decoding, and by Level 12 it is approximately 75-25.

A Basic Program Utilizing Many Components

The 14 levels of NRS include a variety of printed, audio, and manipulative components. The "core" or "prescriptive" portion of these components includes "blending" booklets (Level 1 only), pupils' workbooks, audio cassettes, and group-story readers. Here all the basic reading skills are presented sequentially and cumulatively from Level 1 through Level 14. The "choice" or optional portion includes read-alone story booklets, games, flip-a-word booklets and crossword puzzles. These "choice" materials, using a variety of learning techniques, help children to maintain and strengthen their reading skills as they go from level to level. (After they complete a lesson, children may either advance to the next lesson or, by their own choice or at the suggestion of the teacher, read more widely in the lesson they have completed before advancing to the next one.)

NRS provides step-by-step guidance to teachers in separate teachers' manuals (Levels 1-3), scope and sequence books (Levels 4-14), teachers' editions of the blending booklets and group-story readers, special teachers' pages in the pupils' workbooks, progress check booklets (Levels 1 and 2), and alternative teaching strategies booklet (Level 1).

The equipment items include cassette players and storage containers for the cassettes.

A chart showing the distribution of the various component groups among the different levels is included as Attachment #3.

One-to-One Interaction

During the first two levels, the teacher maintains contact with all the children in small groups and monitors their learning directly. Starting in Level 3, however, children receive their instruction independently through audio cassettes, for which they have been carefully prepared by cassette familiarization lessons in Levels 1 and 2. Children operate their cassette players independently, do the workbook pages on their own, and make their own selection of additional reading activities from the many choices available.

The teacher circulates among the children as they work, helping them as needed and administering progress checks (averaging two per lesson). This "traveling teacher" concept is a particularly important feature of NRS. It requires the teacher to interact systematically with all the children and assess their needs individually. The teacher also conducts group reading sessions with the group-story readers at specified intervals (usually every fifth lesson) and helps direct the choice of materials and activities when a child is asked to recycle through parts of a lesson or lessons.

Mrs. Betty Fleming, Wilkinsburg reading coordinator, in a recent interview with us, said that the one-to-one interaction NRS fosters between pupils and teachers is perhaps the most striking feature of the program, which she called "exciting." As a result, pupils relate to teachers wherever they are in the program - and also to classroom visitors. Mrs. Fleming commented particularly on how children using NRS always seem to be eager and able to talk to visitors about what they are doing in reading.

Classroom Management and Maintenance

The teacher-guidance materials provide a "total management system" that shows teachers specifically and clearly how to manage the different NRS components efficiently and effectively. The many different types of school and classroom organizations found in the United States are provided for. Nothing is left to chance.

NRS also adds to the ease of classroom management and maintenance by a carefully-thought-out coding scheme that enables children to return materials readily to their proper storage places, thus easing housekeeping burdens for the teacher. This feature, combined with the self-directing, self-choice nature of the entire program, helps pupils to achieve an extraordinary degree of self-management skill - another striking characteristic of NRS, according to Mrs. Fleming.

A System for All Classrooms

Although it is an individualized program, NRS nevertheless has been used successfully in both self-contained and open classrooms. In Wilkinsburg the parents have a choice between "modern conventional" and open classrooms; NRS works equally well in both.

Among the many different components in the NRS system, the only consumable items are the pupils' workbooks, the booklets used to record each child's choice of activities throughout the first two levels, and the crossword puzzles (Levels 12, 13, 14). All the other materials can be used for several years. Also, since the program provides for individualized instruction, many of the items (the audio cassettes, the cassette players, the read-alone story booklets, and the games) can be used by two or more pupils during the same year.

The exact number of items required in a particular classroom and the number that can be kept in a central storage unit will, of course, vary considerably with the nature of particular schools and classroom organizations, and the progress children are making through the various levels.

The Publisher's Input

The per-pupil cost of NRS in its present form considerably exceeds normal primary-school budget limits, both for initial installation and annual maintenance. Much of this high cost can be attributed to the fact that all the items except the cassette players are now being manufactured locally in very limited manufacturing runs. Furthermore, in the field tests thus far, LRDC always has had funds available to provide NRS components in optimum quantities.

NRS staff members are keenly aware of this problem. They already have made some preliminary estimates of how to reduce per-pupil costs by using many of the components with two or more children during a school year -- particularly the audio cassettes, the group-story booklets, the read-alone booklets, and the games. In addition, some items possibly could be combined with other items, and some made available for supplementary use if school budgets permit.

The audio cassettes in their prototype design, for example, are recorded on one side only. Using both sides would halve their number. Also, after children have achieved some degree of reading independence - at the end of Level 7 or 8, perhaps - the introduction of new letter/sound correspondences, words, and comprehension formats now on the audio cassettes possibly could be provided in an alternative printed form.

In any event, Dr. Isabel Beck and her associates especially look forward to working with an experienced commercial publisher on the question of packaging configurations, and component groupings and consolidations, to meet different school and classroom situations. They are convinced, as is BCMA, that satisfactory ways can be found to reduce per-pupil costs to commercially-acceptable limits. In addition, they seek the advice of a publisher to make certain the group stories and the read-alone stories (key elements in the program, along with the pupils' workbooks and the audio cassettes) will appeal to the widest possible range of pupils' interests and aptitudes in our pluralistic society.

Interested publishers will, of course, want to visit LRDC for full discussions with Dr. Isabel Beck and her staff, and with LRDC's co-directors, Dr. Robert Glaser and Dr. William Cooley. Dr. Beck also will make arrangements for publishers to see NRS in action in the Wilkinsburg schools, and to talk with Wilkinsburg teachers.

In BCMA's opinion, The New Primary Grades Reading System (NRS) should be made widely available through commercial educational publishing channels. We would be pleased to discuss the program further with interested publishers. For additional information, or to schedule visits to LRDC, please feel free to phone or write Emerson Brown or Cameron Moseley at BCMA Associates, Inc., 52 Vanderbilt Avenue, New York, New York 10017. Phone: (212) 683-8262.

The Wilkinsburg Experience - A Story of Reading Success

What began as a modest cooperative venture between a small school district contiguous to the city of Pittsburgh with an urban population and a Pittsburgh research and development center that has developed an individualized primary grades reading program has blossomed into a district-wide pilot program. After the school district, Wilkinsburg, experienced a change in administration, the new superintendent was concerned about the reading achievement of primary grade pupils. He was eager to try out new approaches to reading instruction that would improve the teaching of reading. At the same time the research and development center, LRDC of the University of Pittsburgh, was eager to try its new program in the "real world," that is, in a school setting that had had no previous affiliation with LRDC. Fortuitously, the two interested parties met. Here's a chronicle of what happened:

In September of 1974, the New Primary Grades Reading System (NRS) was installed in the three first grades of Kelly School, one of the four elementary schools in the Wilkinsburg school district. The program operated there for the entire school year. End-of-year achievement testing on the Stanford Achievement Test revealed that the NRS first-grade students scored significantly better on reading-related subtests than did a comparison group of first-graders from the previous year who had used a conventional basal reading series. Just as important, questionnaires addressed to the teachers and impromptu conversations revealed that teachers and students were enthusiastic about the program. Both teachers and pupils began to spread positive comments about NRS throughout the school and the community. In September of 1975 the Wilkinsburg staff extended the use of the program to the second grades of Kelly School, thus enabling those students who had begun NRS in first grade to continue it in the second grade. In addition, the pupils enrolling in the first grade in 1975 began their reading instruction with NRS.

Since the staff of the school district had launched other innovative ideas in the 1975-76 school year, including open classrooms, the parents of students in the elementary grades had the option of enrolling their children in "open" classrooms or "modern conventional" classrooms. Because it was felt that NRS would lend itself well to implementation in both situations, the Wilkinsburg staff invited LRDC to extend the use of NRS to an "open" first-grade classroom in another Wilkinsburg school, the Turner School. Thus, in its second year in the school district, the staff extended the use of the program from three classrooms to seven (3 first grades at Kelly, 3 second grades at Kelly, and 1 first grade at Turner).

A number of incidents occurred during the 1975-76 school year to increase NRS's appeal to the district. In October of 1975, the school district conducted its own program of standardized achievement testing. The students who had used NRS in first grade did phenomenally well as compared to students in the district who had used conventional reading programs; in fact, the NRS students' reading achievement was characterized in a local newspaper article as a "mind-boggling miracle." Everyone who saw the results was impressed, but cautious. "Can this be replicated?" became the oft-repeated question in the district.

In addition to great test results, some very interesting grassroots occurrences took place in the Kelly School. As word of NRS's potential for helping students to achieve reading success spread through the school, the kindergarten teachers became interested in involving their most "ready" students in reading instruction. To facilitate this involvement, the teachers arranged for kindergartners to feed into the first grades for reading instruction. At the other end of the elementary grades scale, some intermediate teachers began to wonder if some of their students who were experiencing difficulty in learning to read would benefit by using NRS. To test this hypothesis, the intermediate grades teachers worked out an arrangement with the second grade teachers to enable their slower learners to feed into the second grade rooms for reading instruction. This spontaneous flow was initiated by teachers and administrators in the district. As an outcome of the experience in the Kelly School, teachers and parents began to sing NRS's praises throughout the district.

During the winter and spring of 1976, the Wilkinsburg district was preparing to select a new reading program for district-wide use in its elementary schools. A 20-member textbook committee composed of teachers, principals, reading specialists, and other administrators met repeatedly to explore reading programs on the market for elementary school pupils. The committee examined approximately 20 reading series and selected 9 of those to study in depth. One of the programs under consideration was NRS, even though it was currently being produced in-house by LRDC and was not available commercially. Committee members each rated the 9 programs using a point system; NRS was unanimously the first choice. For use after pupils completed NRS, the committee adopted a combination of a recently published conventional series and Scholastic Individualized Reading Program.

What's so great about this reading program that caused the textbook committee to reach a unanimous decision? Well, to paraphrase the reading coordinator in the district, not only does the NRS program allow the students to develop reading skills at their own optimal rates, but the management system of the program frees the teacher to really become a professional; to become aware of children's individual personalities and of their individual reading potential and problems and to interact with them on that basis. It is no small fact that the reading coordinator reported that of all visitors to the NRS classrooms, those most impressed are teachers, the audience most difficult to impress since they're the ones most knowledgeable about classroom processes.

This is more of an interim report of continuing activities than a story with an ending. The relationship between the Wilkinsburg school district and LRDC continues as NRS will be implemented in all eleven first grades, four second grades, and three third grades in 1976-77 with further expansion planned for the following year. Since the story isn't over, few generalizations can or should be made at this point.

It can be said, however, that this exemplary reading program used more and more widely in a forward-looking school district has thus far been beneficial to both pupils and teachers in that district.

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Table 5

End of Year Location in NRS of the 40 1974-75 First Graders Who Used NRS During the Entire School Year

	Class 1	Class 2	Class 3
Level 4			
Lesson 3*		1	
8	1		
9	1		
10	1		
Level 5			
Lesson 1	1		
2		1	
5		1	
7			1
10	1		
Level 6			
Lesson 2			1
3	1		
4			1
7		1	
8		1	
9		1	
10	2		2
Level 7			
Lesson 3	1		
5	1		
7		1	
8		1	
10	1		
Level 8			
Lesson 1	1	1	
2	1		
9	1		
10			2
Level 9			
Lesson 7		2	
8			1
10			2
Level 10			
Lesson 4		1	1
10	2		1

Mean - Level 7, Lesson 5 **Median - Level 7, Lesson 3**

A lesson is listed only if a student was placed there at the end of the school year. Most levels have 10 lessons each.

Frequency Distribution (by Level and Lesson)

of First Grade NRS Students

(N = 42)

LESSONS	3	4	5	6	7	8	9	10	11	12	13
10	*		3	1	1	1			1		1
9				1	1	1					
8					1			1			
7			3		1	2					
6			1	1	1						
5			1		1						
4	1		1	1					1		
3					2	1			1	1	
2						3					
1			1		1		2	1			

LEVELS

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[*] Student actually completed Level 3, Lesson 11

ATTACHMENT #2-B

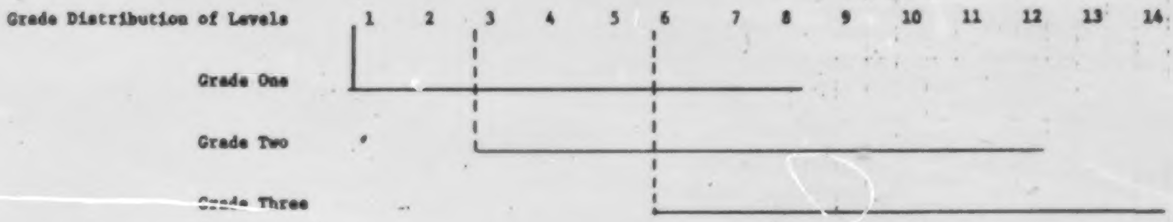
Frequency Distribution (by Level and Lesson)
of Second Grade NRS Students
(N = 42)

LESSONS	5	6	7	8	9	10	11	12	13
10		1		1	1	1			17
9							1		1
8	1		1		1				2
7					1		1		1
6								2	2
5					1	2			1
4				1					
3			1					1	2
2		1		1				1	2
1									

LEVELS

ATTACHMENT # 3

Levels Required for Each Grade According to Normal Distribution



NRS Components According to Levels

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
Pupils Corebooks	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Teacher's Manual	x	x	x											
Scope and Sequence Book				x	x	x	x	x	x	x	x	x	x	x
Cassettes		x	x	x	x	x	x	x	x	x	x	x	x	x
Read-Alones		x	x	x	x	x	x	x	x	x	x	x	x	
Group Stories		x	x	x	x	x	x	x	x	x	x	x	x	x
Flip-a-Word Booklets		x	x	x	x	x	x	x	x	x	x			
Crossword Puzzles												x	x	x
Games		x	x	x	x	x	x	x	x	x	x	x	x	x

Beginning at level 4, the Scope and Sequence Books are manuals for the teacher.

TASK III

AN ANALYSIS OF SPECIAL PROBLEMS ASSOCIATED WITH "THIN MARKET" PRODUCTS

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TASK III

ANANALYSIS OF SPECIAL PROBLEMS ASSOCIATED WITH "THIN MARKET" PRODUCTS

In this analysis of special problems related to "thin market" products, the ambiguity of the term "thin market" products complicates the analysis. According to the Copyright Guidelines, "Thin Market Materials are those for which a limited market and, consequently, insubstantial revenues, are anticipated." In subsequent sections, the Copyright Guidelines outline the procedures to be followed concerning the publication of "thin market" materials.

In a letter to Fred S. Rosenau, Richard E. Schultz, Director of SWRL made this comment: "The 'thin market' rubric has been used to cover such a broad set of conditions it currently lacks meaning."

In contrast, Robert Scanlon, Director of Research for Better Schools, makes this comment about "thin market" materials: "The products that have been viewed as 'thin market' are those products for which we have difficulty in attracting a publisher. In our case, specifically, these products, for the most part, have been training materials that have been developed for school administrators. The products we have built for classroom use - that is, reading, mathematics, science, social studies, and some of our humanizing learning products - have not had difficulty attracting publishers, even though the publishers have told us in the humanizing learning field that they are 'thin market'."

As a guideline on our way to a definition of "thin market" products, we divided the one-hundred one Publishers Alert announcements into two groups: one group includes all the products for which the developers had entered into agreements with publishers, or were in the process of negotiating agreements, or are being made available by the developers or some institution; the other group includes the products to which the response of publishers was negative.

Although the diversity of the products in each group defied classifying them into categories, the products among the group that secured publishers included several of growing interest to the educational community and apparently of growing interest to publishers. Among such products are instructional materials for children with special disabilities, such as "Hearing Impaired Children," or for pupils whose first language is not English.

The group also included a "Handbook for Parent School Community Involvement Program." This handbook, focusing on the needs of migrant children, was developed by the Southwest Educational Laboratory with the cooperation of the Texas Education Agency, which printed and distributed the handbook.

The second group of products for which the developers have not found a publisher is a mixed bag, except it did include a number of publications developed for in-service training of administrators and teachers.

As a further step in our analysis of the problems associated with "thin market" products, we asked the director of publications at CEMREL and the director of marketing in Northwest Regional Educational Laboratory to mark in their catalogs all titles they regarded as "thin market" products.

Although they marked a wide range of products and an illuminating one, the titles of common agreement were the research reports, the technical papers, reports of surveys, and monographs. Apparently, from these reports, and from our analysis of the catalogs, the research reports do not reach a wide audience, especially of administrators and teachers.

Another "thin market" can probably be referred to as demographic, because the number of children who need special materials such as "Alaskan Readers," may be too few in number to provide the per pupil expenditure required to produce the materials commercially.

Special Considerations Associated with Curriculum Materials

From the point of view of commercial publishers, materials for bi-lingual education seem to fall into the "thin market" category. As reported in the February 7th issue of Education U.S.A., "Commercial publishers have hesitated to develop materials for such a limited market, says the USOE report."

For many years, publishers have, without success, surveyed the school population of pupils who require special materials, such as the handicapped, in the hopes of finding a solution to the publishing problem. To supply materials for the demographic thin markets is a problem of which educational publishers are aware, but to which they have usually been unable to respond. (It is a problem for NIE associated with thin market products.)

In this analysis we finally came to the conclusion that the best approach to the "thin market" syndrome is to organize the problems around three categories of products and publications: Those developed for classroom use, usually on a per pupil basis; those developed for other educational purposes, such as in-service teacher training; and those developed as research and technical reports.

For purposes of communication, we shall refer to those materials for classroom use, usually on a per pupil basis, as curriculum materials. The Ginn-SWRL Communications series, the LRDC New Primary Grades Reading System, now being made available to publishers, and Aesthetic Education Program, being developed by CEMREL, Inc., are examples of curriculum materials. In this analysis we shall refer to the publishers who specialize in publishing materials for classroom use, used on a per pupil basis, as curriculum publishers. For a list of representative curriculum publishers, see page 20. The list includes the publishers BCMA interviewed for this study.

The second group of publications which seem to be largely intended for use by members of the educational profession, we shall refer to as professional publications et al. Although professional publications et al may not cover all other educational publications or products, perhaps it can serve as a generic term for them.

Generally speaking, the publishers of professional books et al form a different group from the publishers of curriculum materials, as we shall explain in the section starting on page 10, "Special Problems Associated with Publications Other Than Curriculum Materials." However, there is considerable overlapping between the two. There is one important difference, however: the boards of education in the districts and states select and adopt the curriculum materials for classroom use; professional educators, including classroom teachers and school librarians, select the professional publications et al, and purchase them out of special budget funds provided for such purposes, or out of their own pockets.

A third group of publications which are usually published for reporting research, we shall refer to as research reports and articles. Although these reports and articles may not in themselves present a "thin market" problem, they have implications for the distribution and utilization of innovative curriculum materials, including those that are being developed under the sponsorship of NIE.

Selection and Adoption of Curriculum Materials

Although the R&D labs and centers have placed many of their curriculum programs with publishers for their curriculum materials, there are several considerations that have implication for problems associated with "thin market" products. One problem concerning curriculum materials developed with federal funds is to make them available to publishers within the constraints the publishers meet when they submit materials to state and district selection and adoption committees. Curriculum materials that fail to attract a publisher may be "non-market" rather than "thin market." One consideration curriculum publishers give to R&D curriculum materials is the per pupil unit price of the product.

Per pupil expenditures for curriculum materials

The over-riding element in the economics of educational publishing is the average per capita expenditure for textbooks and other instructional materials. According to the 1975 industry statistics of the Association of American Publishers, the average per capita elhi expenditure for textbooks was $12.40. Although the dollar expenditure for textbooks has consistently increased, it has not varied perceptively from one percent of the budget since the industry began to collect statistics. The figure does not include expenditures for other media, which is estimated at about $7.00 to $8.00 per pupil.

For example, the Texas Education Agency has consistently followed the policy of supplying a textbook to each pupil for each course in which he is enrolled and a teacher's edition for each teacher. Only recently did the agency make an exception to permit the adoption of Kindergarten Systems and Elementary Textbooks and Systems. However, in our interviews with the Director of the Textbook Division, he stated the situation in these words: "The problem is, Texas may not be able to afford systems. Texas, because of inflation, can hardly keep its head above water merely to supply textbooks."

State textbook adoption regulations help to explain why educational publishers often include in a multimedia program composed of many correlated components a textbook for each pupil. In states that adopt textbooks, the districts have the opportunity to adopt the correlated materials. In the open territories where the districts adopt the instructional materials, including textbooks, the boards of education have the option of adopting the complete program, including all components, or a basic textbook program only. If the district adopts the textbook one year, they are likely to add the correlated materials, which may include audio-visual components, simulation games, and other components, later.

Although the explanation of adoption practices of the states and districts may seem a diversion from our discussion of the problems associated with "thin market" products, it may have implications for NIE and the developers. Products composed of many multi-media components that do not include a printed material for each grade, usually a textbook, may face difficulties in finding the right publisher, in spite of the best efforts of the developers and careful consideration by publishers. By taking into consideration the conventional textbook adoption wisdom of states and districts, the developers, in our opinion, will enhance their opportunity of negotiating an agreement with the right publisher without any sacrifice of their learning goals.

> It would also be to the mutual advantage of NIE and the curriculum publishers for NIE to conduct a study of per pupil expenditures as compared with expenditures required to bring into the classroom teaching materials that will increase learning effectiveness. Learning materials that will maximize success and minimize failure have the possibility of reducing rather than increasing school budgets. In today's climate of "back-to-basics", which is an innovation roadblock, and budget reductions, such a study is not only appropriate but imperative. For NIE's consideration we suggest such a study.

Selection and adoption conventional wisdom

Among the problems associated with development decisions that may spell the difference between a "thin market" or "no-market" curriculum product and a mass market one is the selection and adoption conventional wisdom that, formally or informally, often forms the guidelines for the selection and adoption committees.

Although "thin market" is perceived by developers to describe those products that do not reach contract stage with a publisher, the term may be ill-advised. The problem may be that the materials do not meet the state and district adoption regulations.

For curriculum materials for a particular subject, the adoption regulations often specify that the curriculum materials be complete when they are submitted. A program with gaps--perhaps one of the books in a series is yet to be published--is often at a disadvantage. The same may hold true of curriculum materials, especially a series, that the R&D centers and laboratories or other developers submit to publishers.

If the goal of the developer is to produce a product that will create a new course such as a "Human Behavior" course for the elementary grades, the possibility of getting it published, or adopted widely if published, is extremely unlikely, as we have found from our experience in trying to find a publisher for products that add a course to the curriculum, especially in the elementary grades. For these products the market is indeed thin, as many publishers as well as developers have learned from experience. Although such products may have a high educational priority, they serve their purpose best as goals for the future. However, within the courses that constitute the curriculum, innovations are not only possible, but often welcomed, especially if the educational climate is right.

Another provision frequently included in the adoption directives for elementary textbooks is the call for a Kindergarten through Six series. Although the district may introduce the K-3 part of the series the first year of the adoption, the committees recommending programs for adoption usually prefer to examine the complete series of each entry before reaching a decision. Also, the fact that the series is in print reassures the committee that the material will be available on schedule. For developers seeking a publisher, the K-6 requirements have implications because a K-3 program may, so far as commercial publishers are concerned, never see the light of the publishing day. A request for a proposal for the series at the K-3 stage might lead to a publishing agreement with advantages to both parties.

In the light of the implications the district and state adoption procedures have for developers, we recommend that NIE and the directors of the laboratories and centers, and other developers, acquaint themselves thoroughly with these procedures.

As sources for the information there are several possibilities. A conference between developers, NIE officials, including project officers, and the several marketing directors of curriculum publishers that publish for a nation-wide market is one possibility. We suggest marketing directors because they are more likely to have a nation-wide outlook than state textbook directors or district school administrators. Another possibility is a handbook describing the selection and adoption procedures, especially if the handbook is prepared by authors with nation-wide adoption experience who approach the subject pragmatically. It would be advisable to include in the handbook the state adoption schedule, because these schedules influence the time tables of the publishers. Also, the handbook, to remain useful, should be kept up to date.

Since the regulations are not set in concrete, the concern of NIE and the developers in state and district adoption regulations and customs might lead to a study that would bring about changes and improvements in selection and adoption regulations long overdue; for example, the adoption of instructional materials of many components of which printed materials, especially textbooks, are only one part.

To provide NIE with this information, it seems likely the educational publishers that specialize in publishing materials for adoption would be an excellent source of information.

Development, dissemination, distribution

From the publishers we interviewed, the thread that ran through the conversations of several about the problems of publishing innovative materials developed by Federal Agencies is the need to close the gap between recent scholarly and educational research and the practitioners', including the classroom teachers', knowledge of it. As an example of closing the research gap, the publishers often cited the teachers' institutes the NSF held to "instruct teachers about the content and method of the new math and the new science". Not only did NSF fund the institutes and workshops, they also paid the teachers to attend.

When the new math and the new science began to roll from the presses and its components from the producers, there was a nation-wide audience of teachers and administrators ready to examine the optional programs and to choose the one to adopt that they decided would best fit their needs.

To develop innovative materials and even to place them with a publisher is not enough without the effort on the part of the developers to disseminate the research concepts and the new knowledge that can be applied to new products to improve learning. From our interviews with publishers, we have included comments that seem to us fairly representative:

> "NIE should take a leaf from NSF's book and build in market readiness, especially during this period of 'back-to-basics.'"

> "Publishers and R&D agencies have to deal with the quality of the teaching profession. When

NSF sponsored a curriculum innovative product, they also sponsored teacher education programs and paid teachers to attend them. From the teacher-education the teachers developed an interest in the products. With NIE-sponsored R&D projects, the teacher education depends on the publisher. Without a teacher education program that creates a climate for change, the possibility for securing publishers may be doubtful."

"The developers take the materials through the development stage and drop them in the laps of publishers without either making teachers aware of them and the research theory behind them, or preparing teachers to use them."

"The big mistake the labs and centers made," he feels, "is 'not going after teaching time.'" (i.e. funding the released time of teachers so that they could try new things.) He was impressed to learn what CEMREL has done for AEP along these lines.

"As to the role of federally-financed R&D agencies," he suggests, "they would serve their purposes best by holding teacher education workshops, particularly holding workshops to change attitudes; by developing materials to the place they reflect the research, but not in final form; by holding summer institutes patterned after those held by NSF; by carrying out research useful to the educational community, such as a basic word list; and by patterning their development after SMSG."

NIE and NSF

Among the publishers we found considerable confusion about the identities of the NIE and the NSF. Between the two they made a distinction, but not a difference. Often the criticisms made of NIE as a federally funded agency for R&D actually were based on their past experinece with NSF. Often they assumed that NIE and NSF followed the same publishing policies. The publishers, however, whose experience went back to the announcement of PSES by NSF were the most likely to equate NIE with NSF. The comment the publishers made about teachers' institutes, for example, is a reflection of their experience with NSF. It would be to NIE's advantage, we believe, if the goals of NIE could be identified, and perhaps contrasted with those of NSF. It does not seem to us the publishers are aware of the full range of NIE's efforts. They are likely to think of NIE on the basis of the products submitted to them for proposals, or the reports of AAP-NIE conferences they have participated in or whose reports they have read.

Phasing out published products

Since the current educational climate does not seem to be conducive to innovative curriculum materials, we suggest for your consideration that R&D centers and labs retain the products(as long as they have inventory for the experimental editions) that have had a negative response from publishers, but mark them in their catalogs or bulletins as experimental or developmental editions. By marking them as experimental editions, they may attract teachers who would like to try them out in their classrooms. Also, with more extensive developmental use and a climate more conducive to innovative materials, the publishers may have second thoughts. By marketing them as experimental or developmental editions, they are less likely to become dated. To educate teachers about innovative materials requires time.

When a product is phased out, it may be to the advantage of NIE to have an analysis made of the reasons why it did not attract a publisher. Was it a product that was produced ahead of its time? Was it a product produced for a market with excellent products already available? Was classroom management a problem? Did it not succeed because of high production and revision costs? Were publishers already over-committed to new and revised products?

Also, it does seem that an institution devoted to research and development should not expect success from all products. From failures they may learn more than from successes.

Commercial publishers also publish products that do not succeed in the educational market place. When a title or a series does not succeed, the publisher faces the decision of revising the title or series or of phasing it out--a procedure which may involve writing off a considerable inventory. Since each decision has to be based on a different set of conditions, there is no formula that can be applied to all cases. For many such cases, however, it may be to the publisher's advantage to phase out the program and take his losses, and turn his attention to more promising ventures.

"The strategy of innovation"

In their book, The Theory of Learning, Ernest R. Hilgard and Gordon H. Bower, in the closing pages, include two topics that have implications:

"In something as complex as a school system, we need at a high level a special research strategy which may be called the *strategy of innovation.* The best of equipment may lie idle, the best of resources remain unused, the best of techniques sabotaged, unless there is care in introducing the new methods or new materials to all concerned. Once the basic-science principles have been established and the applications validated in practice schoolrooms, their more widespread adoption is by no means guaranteed, nor, if the adoption is forced, is there assurance that the desired results will be forthcoming. Abstractly, the steps of innovation are clear enough: provide (a) a sound research-based program, validated in tryout; (b) the program packaged in such a way that it is available, as in good textbooks, supplementary readings in the form of pamphlets, films, programs for teaching machines, and guides for the teacher; (c) testing materials by which it can be ascertained if the objectives of the program have indeed been realized, with appropriate normative data on these evaluative instruments; (d) in service training of the teacher to overcome the teacher's resistance to new methods and materials and to gain his enthusiastic acceptance of the program as something valuable, as well as to train him in its use; and (e) support for the program from the community, school boards, parents, and others concerned with the schools.

"We have not done very well in appraising carefully our strategies of innovation. We have sometimes gone overboard for the novel and untried, just to keep up with the Joneses ("we have teaching machines, too"); at other times we have been very resistant. Commercialism and vested interests enter in unpleasant ways, sometimes supported, unfortunately, by factions of the educational profession itself. Here, then, is a task calling for wisdom and sensitivity. The psychological contributions to the task may come more from social psychology than from the psychology of learning, for the processes are those of social control and attitude change; but unless there is serious concern about the appropriate ways in which to bring about innovation, schools are likely to be the victims of whims, rather than the heirs of the best tradition we can establish through cooperative effort.

"There are some specific suggestions that might be given consideration. It would be desirable, for example, for every school system, of whatever size, to have somewhere within it a school building, or at least a set of schoolrooms, devoted to in-service training of teachers and to innovation; these are ongoing matters important at the community level and cannot be left to teacher-training colleges or universities. Both children and teachers could be rotated through these rooms in order to try out innovations before there is firm commitment to them. A few teaching terminals for computer-assisted instruction or some closed-circuit television projectors could be tried out without investing in them for a whole school system; teachers could have a voice in saying whether or not they wanted the new devices, or in selecting among various possibilities. Usually no harm would be done in waiting for a while if teachers were not ready, for methods imposed on teachers are unlikely to prove successful. Some of the innovations to be tried out might be those of successful local teachers themselves, here given the opportunity to show their colleagues how they do it in their own classrooms. Members of the school board and representatives of the parents could be brought in also to observe such testing. The principles of tryout before acceptance, of choice by those who are to use the method, seem to be sound ones. If the new methods are indeed good, they will find acceptance.

"In order to build a sound connection between the experimental studies of learning and the classroom, we need a series of steps, for applied science consists of more than applying principles to practice. The main point is that in the research and development phases a collaboration is called for between psychologist, subject-matter specialist, and teacher; beyond this, careful consideration must be given to techniques of innovation. If we achieve success in integrating these phases, we will move toward that improvement of education which will be satisfying to us all.

"The history of research on the technology of education suggests that the approach through multitudinous small research projects does not yield satisfactory consequences. For example, the thousands of small studies that have been done on the teaching of reading have yielded remarkably little in the way of sound knowledge (Chall, 1967). What is apparently needed are large-scale programs which will do for teaching and learning what large-scale testing enterprises, such as the Educational Testing Service, have done for evaluation. Educational measurements have been improved through basic studies in statistics, theory of scaling, factor analysis, and so on; at the same time, the arranging of materials and the determination of norms have proceeded only because the applied aspects were taken as seriously as the basic-science aspects. Until recently, little of this kind of effort has gone into the problems of providing better teaching materials and tested instructional methods. We now have a number of experiences of large-scale cooperative efforts in producing better teaching materials through the collaboration of subject-matter experts, learning specialists, and teachers. The U.S. Office of Education has seen fit to establish large research and development centers in universities, and substantially financed regional laboratories. More recently, a National Institute of Education has been established by the federal government. The prior large-scale experience in the military establishments shows that results do not come either quickly or cheaply, and there appears to be no alternative to carefully conceived massive attacks on the learning problems involved in instruction."

Special Problems Associated with Publications Other Than Curriculum Materials

For the purposes of this analysis, we have divided Task III into three sections, largely to indicate the difference between educational publishers, of instructional materials for per pupil use and educational publishers of other types of educational materials. The "other publishers", as we have designated them, include those who specialize in standardized tests; those who specialize in other-than-print instructional materials (motion picture films, filmstrips and slides, audio-tapes, multi-media kits, educational games and toys for school use, etc.); those who specialize in scholarly works, such as research monographs; those who specialize in teacher education; those who specialize in adult or continuing education. These publishers, we should add, may be divisions of a larger company or they may be independent companies.

The publishers of greatest concern to us in this section we have identified as publishers of professional books and others including supplementary materials. It is this group that has the largest representation in the list of NIE publishers in print and in production, and also of publications to which publishers responded negatively. Among these publishers are those who, with financial assistance, publish scholarly works, such as monographs of limited circulation but of importance to the advancement of knowledge.

One main difference between the curriculum publishers and professional publications et al that has implications for the analysis is the way they market their instructional materials. The curriculum materials publishers, for example, usually have a nationwide field staff of sales representatives who call systematically on the administrators and teachers, who, in turn, examine and adopt instructional materials for their constituency. This field staff, combined with consultants, forms a communication network between teachers and administrators, on the one hand, who examine and select instructional materials, and, on the other hand, the editors and production specialists who develop them. Of the estimated 1,500 publishers of educational materials in the United States (see page iii of Introduction), probably not more than one hundred are engaged in publishing and marketing curriculum instructional materials. While these publishers differ in size from large to medium to small, almost all, certainly the major ones, maintain field staffs to market their materials.

For NIE the publishers have the capability to publish and market curriculum materials developed under their sponsorship, including those for demographic "thin markets."

The publishers of professional publications et al, other than curriculum publishers, as we have classified them, are more likely to depend on marketing by direct mail promotion combined with space advertising and by other means that may not require their own sales staff. Fot the "other publishers," the product the curriculum publishers consider "thin market" may be the market for which they publish.

An educational publisher's index

For the benefit of the NIE staff, for the labs and centers, and for other developers, we recommend that NIE develop and up-date regularly an "Index of Publishers of Educational Meterials," classified according to function. The curriculum publishers obviously would be one classification. Publishers of professional books for educators would be another classification. Publishers of trade and vocational books and technical books would be another. This index would be a useful guide to developers at several stages. With it they could seek the advice of the right publisher about a product under consideration for development. With it they could target their reports of progress as they develop the product. With it they would also have a targeted mailing list and a targeted list to use in selecting a publisher through personal interviews.

For this index, the information should include the names of the publisher or the department, A large company, such as McGraw-Hill, for example, may have several divisions or educational publishing departments. Each should be listed separately. For each publisher there should also be a brief description of the types of publications in which they specialize.

For the curriculum educational publishers that produce a high percentage of the instructional materials revenue, the identity and description of the companies is readily available; but for the "other publishers," as we use the term, the information will be more difficult to secure. NIE could begin by requesting catalogs from each publisher who responded to a PAS. The request should be accompanied by a letter of inquiry about the publisher's major publishing interests. The letter should also seek the advice of the publisher about products they would recommend for development. The index should assist the developers in finding the right publisher for the products they have under development, including those classified as "thin market".

Publishers for in-service teacher materials

The information about publishers and the advice the developers might receive from them should, in our opinion, reduce the margin of unpublished products considerably - the products the developers often refer to as "thin market". The unpublished products for in-service teachers and administrators education is a case in point. Of the fifty products announced by PAS that remain unpublished, about one-third, according to our analysis of the Alerts, are directed toward in-service staff training. Although the developers did not secure publishers for these products, there would seem to be a market for them among America's 14,000 school districts, and also a need for them if the products reflect development excellence.

For the curriculum publishers, however, the in-service products are definitely "thin market." Even if published, they would be marketed almost entirely through catalogs. For the publishers of professional publications, especially those that specialize in teacher education materials, the products, or at least some of them, would seem to qualify for publication, unless in-service education materials are not needed. Since most of the products were developed by "other developers" who do not have the promotional capabilities of the labs and centers, apparently these products, regardless of their merits, currently have made whatever contribution to educational improvement they are likely to make.

Because of the "thin market" implications of the in-service teacher products, we recommend them to NIE as a case study for analysis, with a view to re-submitting them for publication. This analysis might involve a review of the in-service instructional materials by three or more specialists engaged in in-service teacher education who are potential consumers. The reviews should reveal whether the reviewers would use them if they were made available commercially or otherwise. The reviews should also reveal whether or not the specialist in in-service training recommends in-service teacher materials for development. If the reviewers are eager for in-service training materials but the products do not meet their approval, what materials do they want and how would they participate in developing them? In-service training as an NIE activity has a high priority among developers and consumers, but apparently a low publishing priority - why?

If the analysis is positive, and positive means that if the materials are produced the evaluators would purchase them for their use, then we would recommend that either NIE or the developers submit, or in many cases co-submit, the products to publishers selected because they focus their efforts on such materials; and invite them to make a proposal to publish, including suggestions for revisions as well as a financial arrangement. If NIE submits the products to the publishers, we further suggest that they offer them as a group, especially if some have been screened out by the evaluation task force. The task force, incidentally, will serve its purpose best if it is representative of the districts.

The Laser-Optics Technology, PAS #74-63, is an example of a product that seems to us a future publishing possibility for classes, perhaps of small enrollment, in junior colleges, technical institutes, and for publishers specializing in home study courses. A telephone call to a technical publisher revealed that a laser electro-optics publication is on his future list. It is a growth course. Technical, trade, and vocational books, because of limited enrollment in the courses, are almost always printed in small runs, sometimes by multi-lith.

Because of the economics of publishing, publications for many trade and vocational courses are limited in number and often out of date. For trade and vocational books there may be a need for instructional materials not fully met by commercial publishers. On the basis of the number of students enrolled, many publications for technical, trade, and vocational courses fall into the "thin market" category, but publishers that specialize in this "thin market" have developed techniques to publish them profitably.

This case study illustrates the need for the index, so developers can identify the publishers most likely to be interested in their product.

Publishing monographs, conference reports, research reports, et al

In addition to the instructional materials we have described, there are publications for professional development, especially research reports, monographs, conference reports, and progress reports of development projects such as CEMREL's Elements of Mathematics Pilot Study Report: First Year Comparison.

Although the diversity of the educational materials as described in the unpublished group is a mixed bag, they have several common characteristics: they are for professional use, often on a one-to-one basis; many of them, especially research papers, do not lend themselves to commercial publication; some of them lend themselves to commercial publication only by some type of production cost sharing; and all of them published commercially are likely to be marketed by direct mail, perhaps combined with space advertising. Since we have no generic term to describe this miscellany of educational publications, we shall refer to them as "professional publications and others".

For the publishers of curriculum materials, the professional publications, as well as in-service teacher training materials, are considered as "thin market" products. Their interest in publishing any of the publications would likely depend entirely on the contribution they might make to the sale of a per pupil program to which research reports are related. The curriculum publisher, under such circumstances, would publish them as promotional materials.

Publishing some "thin market" publications with financial assistance

Educational publishers who specialize in publications to be marketed by direct mail and space advertising or by distributors are also confronted by the economics of publishing. To keep their business viable, they must, on the basis of their judgement, publish those materials at a price that returns their non-recurring costs, covers production and royalties, and provides a sufficient gross margin for operating costs and, hopefully, a profit.

For the advancement of education, there are, no doubt, many publications developed by NIE sponsorship that need to be published, but probably will not produce the revenue to make them attractive to publishers without financial assistance from NIE, or some other agency. This financial assistance that may have implications for NIE can take several forms depending on the terms of the agreement.

Among some of the possibilities are these: a no-royalty agreement; a sliding scale royalty; a commitment by the developer or agency to purchase a specified number of copies of the publications to be distributed by them, with the publisher retaining the publishing and marketing rights. This procedure is often used to make scholarly books available to the small number of readers concerned with the subject.

For an educational conference, one way to assure the publication of the scholarly papers focused on the conference topics is for the sponsor to purchase copies for distribution, perhaps to the participants in the conference, with the publication marketed to other readers by the publisher. (In making this proposal, NIE should consider only those scholarly publications that otherwise would not be published except possibly by the developer.) The proposal to provide financial assistance, we believe, would encourage publishers of scholarly works to submit proposals.

In general, the publishing arrangements will call for financial assistance adequate to cover manufacturing costs. A royalty arrangement makes it possible for the developer to recoup his financial contribution if the publication sells sufficient copies to exceed the breakeven point. Once in a while, a title will do just that, but not often.

For NIE, this proposal might have the advantage of making scholarly works available to the Washington staff and to directors and their associates in the labs and centers and perhaps to others. It should serve as a means of cross-fertilization which, according to our observations, would be to the benefit of all concerned.

As to the response the members of Congress, or educational publishers, or educators are likely to make to professional materials developed with federal funds and published with financial assistance of NIE, or some other federal agency, we can offer only our observations. As a rule, research grants that underwrite studies which produce the highly academic specialized work include an amount adequate to pay for producing the publications which report the results of the studies. Foundations and councils also often enter into agreements with terms similar to those we have outlined with a publisher of academic or scholarly publications. For many foundations and learned councils the only way they can make their studies or conference papers available for the advancement of knowledge is under publishing arrangements similar to those we have outlined. To implement this suggestion, we suggest to NIE that they interview several publishers of subsidized scholarly works and present their publishing problems for their consideration. These interviews may disclose that many of NIE's scholarly works can be published without a subsidy as well as with a subsidy.

Although the directions for Task III specifically indicated that this report should exclude proposals to subsidize the "publication" of "thin market" materials, it seems to us that this report would be incomplete without suggesting financial assistance as one option. Later in this analysis, we shall report the experience of the labs and centers in publishing "thin market" reports and studies. It will be an informative exercise, we believe, to compare the various options.

Also, learned societies and educational associations and councils might provide financial assistance to publish works that will improve education. If these professional books are not made available, after NIE has sponsored their development, it is likely to create far more criticism, it seems to us, than publishing them with a subsidy that offers the opportunity for recovery of costs.

Research Reports and Research Articles

As a means of making their products and publications, especially research reports, available to consumers and for cross-fertilization, many of the labs and centers issue catalogs or bulletins. These catalogs and bulletins usually include entries for the products available from a publisher, products under development, and research reports, collected conference papers, reprints from scholarly journals, monographs, and other research-oriented publications. Not only do the catalogs inform consumers about products and publications available for purchase, they also document fully the extent and depth of the work of the laboratory or center.

A Consolidated Catalog

Although these catalogs may serve an important marketing and public relations purpose, they may not be reaching a nation-wide audience of administrators and teachers. Also, it seems to us unlikely that many administrators or teachers have the time to examine all of the available catalogs and bulletins in search of information about publications, especially research reports, of interest to them. For this reason we suggest for your consideration the possibility of collating in one consolidated catalog with instructions for ordering announcements of products, publications and especially research reports of all the R&D laboratories and centers and perhaps other developers as well. Although NIE now publishes a Catalog, the one we have in mind would be focussed on the research and evaluation reports. It would serve not only to report research but also to keep consumers informed about progress of products under development.

Also if theconsolidated catalog could be sent without cost to a selected mailing list that would include administrators and curriculum coordinators or supervisors, it would acquaint them with the research and development being carried on by the labs and centers. Also the catalog would provide linkage between the laboratory and center R&D and the practitioners. This linkage, it seems to us, will assist NIE with its problems associated with "thin market" products.

Also, the NIE would send it without cost to a selected mailing list that would include administrators and curriculum coordinators or supervisors to acquaint them with the research and development being carried on by the labs and centers. The catalog would provide linkage between the laboratory and center R&D and the practitioner. This linkage, it seems to us, will assist NIE with its problems associated with "thin market" products.

Research reports

Although the research and other reports and publications may fulfill the goal of cross-fertilization among the research and development community and also provide reports of research progress, they seem likely to us to reach an audience limited largely to specialists.

To inform administrators and teachers, in fact the whole educational community, including the educational publishers, about the research involved in product development and to extend knowledge about education, we suggest for NIE's consideration a research and development newsletter to be mailed on request periodically by NIE to a selected mailing list of school administrators, curriculum coordinators and supervisors, and teachers.

This newsletter would not include research reports, which seem to us usually to be written for research specialists; but it would include a brief summary on research reports and publications. These reports should indicate to the readers where they can secure the full report by requesting it.

Although the NIE Research and Development Newsletter will contain reviews of basic research publications, it will also help to keep practitioners informed about product research. That NIE has informed the administrators and teachers on a continuing basis about the research underlying their products and the evaluation of those products by teachers using them during development, is a fact not likely to be lost on publishers. The two suggestions proposed in this section, it seems to us, will have implications for helping to solve the problems associated with thin markets.

In Summary

One of the problems associated with "thin market" products is the definition of the term itself. Also, products considered to be "thin market" by publishers of instructional materials to be adopted by states and districts for per pupil use may be the main products for the publishers of instructional materials for professional or supplementary use. Also, "thin market" products may be interpreted as those which did not attract a publisher. As defined in "Copyright Guidelines," "thin market" materials are those for which a limited market and, consequently, insubstantial revenues are anticipated.

To provide an analysis of special problems associated with "thin market" products as defined in various contexts, we have organized the analysis around three headings: instructional materials for per pupil use; professional publications and others, including supplementary publications; reports on research and other technical publications.

Among the Special Considerations Associated with Curriculum Materials that have "thin market" implications are these:

* Per pupil expenditures for elhi textbooks set limits on the unit price of instructional materials. For the consideration of NIE, we suggest a study of per pupil expenditures and learning effectiveness.

* When submitted for selection and adoption, curriculum instructional materials are likely to succeed best when they conform to the formal and informal selection and adoption guidelines of the district and state boards of education.

* To provide a favorable climate for the selection and adoption of innovative materials, teachers benefit from teacher education in the learning theory and content underlying the materials themselves. Teachers' institutes and workshops are one way to introduce teachers to new learning theories and recent research.

In our interviews, the publishers' comments were often influenced by their experience with the NSF in its new math and new science programs.

In educational R&D, not all products should be expected to meet with immediate success. Also, it should be anticipated that some will not succeed at all. When NIE or the developer decides to phase out a product that did not attract a publisher, we suggest an analysis be made of the reasons.

The "Strategy of Innovation," quoted from the Theory of Learning by Ernest R. Hilgard and Gordon H. Bower, may have implications for problems associated with "thin market" products, including the development of a "strategy of innovation."

Publications considered "thin market" by curriculum publishers for their list of products may form the basis of the lists of other educational publishers.

To provide the developers and the Project Officers with the information that will assist them in finding the right publisher for their product, we suggest to NIE that they develop an annotated publishers' index for ready reference. To keep the index up to date, it will be necessary to revise it frequently, perhaps annually.

To move the in-service teacher training materials from developer to consumer, we suggest a reassessment of the products by practitioners, and a resubmission to publishers of those they recommend.

The reassessments, especially if the practitioners indicate they would use the revised materials if available, might, we believe, influence publishers to reconsider them for publication. With over 14,000 districts, in-service teacher training is not a "thin market."

Since laser-optic-technology seems to be a growth course, we suggest it be submitted to publishers of technical books. Publications for trade, vocational education, and technical education are usually printed in small runs.

For some scholarly publications that are "thin market" because the audience is usually insufficient to provide the revenue required to make them a viable commercial product without financial assistance, we suggest to NIE and the developers that they explore the terms for the publication of such works by providing financial assistance if necessary.

To provide wider circulation of the R&D research and evaluation reports, we propose two possibilities to NIE and the R&D labs and centers: first, we suggest an R&D Laboratory and Center Consolidated Catalog to be mailed on request, or perhaps to a mailing list of curriculum coordinators and school administrators; and, second, we suggest a news letter to be mailed to administrators, curriculum coordinators, and teacher educators. This news letter would review research reports, monographs, and other research-oriented publications. These reviews, it seems to us, would increase considerably the linkage between the practitioners and NIE R&D.

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Publishers of Curriculum Materials for Per Pupil Use Interviewed by BCMA For This Report

Addison-Wesley Publishing Co., Inc., School Division

Allyn & Bacon, Inc., Elhi Division

American Book Company, Division of Litton Educational Publishing Company

Benziger, Bruce & Glencoe, Inc., subsidiary of Macmillan, Inc.

Encyclopaedia Britannica Educational Corporation, affiliate of Encyclopaedia Britannica, Inc.

Follett Corporation educational publications

Ginn and Company (Xerox Educational Group)

Harper & Row, Publishers School Department

Houghton Mifflin Company Educational Division

Imperial Learning Corporation

Macmillan Publishing Company School Division

Mafex Associates, Inc.

McDougal-Littel Company

McKnight Publishing Company

Rand McNally & Company Educational Division

Random House Educational Division

Science Research Associates, Inc., a subsidiary of IBM

Silver Burdett Company (wholly-owned subsidiary of Scott Foresman & Co.)

Steck-Vaughn Company, Division of Intext

Webster Division, McGraw-Hill Book & Education Services Group

Catalogs and Bulletins of R&D Centers and Laboratories Included in BCMA Study

As a basis for reporting the R&D Laboratory and Center catalog and direct mail marketing of products and publications especially "thin market materials," such as product reports, we have included in this section a brief description of the catalogs and bulletins issued by the R&D Laboratories and Centers we visited. This review should have implications for the questions raised in the Scope of Work: Should "thin market materials" be marketed as an entity?

CEMREL, Inc.

As a means of distributing CEMREL products and publications, including "thin market" reports and publications, the director and staff of CEMREL, Inc. created the CEMREL Institute. Essentially, CEMREL Institute is the disseminating and marketing arm of CEMREL, Inc.

"*Publications*," the CEMREL Institute catalog and the supplement to the catalog published later, is organized into sections to correlate with CEMREL's development and service activities. Each section includes a description of the products including those published commercially along with correlated research reports. Both the catalog and the supplement contain order forms with titles and prices. As we have mentioned, the catalogs include all products and publications -- those published commercially, those under development and those published by the CEMREL Institute. It also includes entries for research and evaluation reports, scholarly papers, monographs and other publications.

Since the distribution of "thin market" publications was one of the reasons for launching the CEMREL Institute, we asked the director of publications to check the items she considered thin market. In general, the list included practically all of the reports, research reports, and technical papers. These publications seem to us to fit the definition of thin market materials as defined in the Copyright Guidelines. According to the definition, "*Thin Market Materials* are those for which a limited market and, consequentially, insubstantial revenues are anticipated."

In fact, as the sales analysis of CEMREL Institute publications indicates, approximately 45 to 60 copies is the average range of units of the 39 "thin market" items marketed by the CEMREL Institute during 1974. (This excludes a two-cent item that sold 1756 units - a thin, thin item.)

From the point of view of the economics of publishing, distribution may not make economic sense. From the point of view of the dissemination of research knowledge, they may constitute NIE's single most important contribution to the improvement of learning.

In the list of thin market materials we have not included two volumes: School Before Six, Volume I and Volume II, by Laurel Hodgden, etal, because it does not seem, with their per copy sale in 1974 of approximately 1,000 copies, and their continuing sales record of approximately 1,200 for the first ten months of 1976, to be a thin market material. When submitted to publishers it was tentatively accepted, but finally declined. Without a commercial publisher, the CEMREL Institute, with approval of Morton Bachrach, became the publisher of last resort. As the publisher, the CEMREL Institute's promotion of the titles corresponded to the promotion they would have received had they been published commercially.

From these two volumes the CEMREL Institute derived approximately 63% of its revenue. Although School Before Six is listed in the catalog, the publications director relied mainly on mail campaigns to attract orders. To reach the prospective purchasers, the director used targeted mailing lists. To each entry on the mailing list the director mailed a descriptive brochure, accompanied by a letter and a return order card.

For this report we have gone into considerable detail to describe the CEMREL Institute because it represents the way one R&D Laboratory is approaching several problems related to dissemination: the distribution of research reports and technical studies, including the marketing of professional books as a publisher of last resort; the marketing of some products for which CEMREL, Inc. did not find a publisher, the announcement of products published commercially by educational publishers and the marketing of development publications for evaluation.

In our conclusions and recommendations, perhaps we can draw some implications from the experience of the CEMREL Institute that may have relevance to the marketing of "thin market materials," including professional publications which educational publishers do not consider commercially viable.

Center for the Study of Evaluation (CSE)

CSE publishes a number of monographs in the public domain. Apparently these are thin market materials as defined in the Copyright Guidelines. One of the mechanisms for promoting these is the CSE News, which has a circulation of 10,000. Apparently, anyone who requests it can be put on the mailing list to receive the newsletter.

As to thin market materials, it was suggested by a CSE staff member they would serve their purpose best if the government made them available on request without cost, a point of view that may make economic sense as well as educational sense if the costs of order fulfillment are considered.

Education Development Center (EDC)/Social Studies Program

Although not an NIE-sponsored R&D Laboratory or Center, the EDC's marketing plan may have some relevance to this report. As the title indicates, EDC is engaged in development rather than research. The materials they develop are based on applied research. In their catalog, EDC lists 20 commercially published programs. The publishers include D. C. Heath, Houghton-Mifflin, Macmillan, McGraw-Hill Book Company, Curriculum Development Association, Inc., the publishers of *Man: A Course of Study*, funded by NSF and the Ford Foundation.

EDC also markets some of its own programs. According to the report of our EDC interviews, "EDC markets some of the materials it develops through catalogs, exhibits, and a small sales staff who have the title of Regional Field Coordinators."

Apparently they do not include on their list "thin market materials" as defined in the Guidelines. Their research is focused on their programs.

Learning Research and Development Center (LRDC)

Under the title of Publications, LRDC includes these entries with descriptions: Reprints - 1964-1970; Working Papers - 1965-1970; Technical Reports - 1966-1970; Publications - 1970-1971-1972-1973-1974-1975-1976. The descriptions of the entries themselves are highly informative. Cost per copy is included in the description of each publication. The requests for titles are to be directed to Information Services, Learning Research and Development Center, 3939 O'Hara Street, Pittsburgh, Pennsylvania 15260.

Wisconsin Research and Development Center for Cognitive Learning (IGE)

Wisconsin Research and Development Center for Cognitive Learning publishes IGE NEWS three times during the school year. The Spring Volume 7, Number 3, 1976 issue includes entries for, and brief descriptions of IGE developed products and materials: IGE Curriculum Products; IGE Materials from the R&D Center; and IGE Materials from the Sears Project.

ERIC

The catalog also includes publications available from ERIC. All entries, it seems to us, are "thin market materials" as defined in Copyright Guidelines.

Northwest Regional Educational Laboratory (NWREL)

As a part of their marketing efforts including the "thin market materials," NWREL issues a catalog listing their products and services. The catalog seems to be well-organized and highly informative.

At our request, the Director of the Office of Dissemination marked each entry that he identifies as thin market. This list, it seems from our observation, reflects NWREL's experience. Although the entries seem to correspond to the thin market materials guidelines, as the director says: "The identification of what is or is not a 'thin market' product is neither clear nor consistent in its application."

The director also states the issue which it seems to us NIE faces. A commercial publisher generally defines thin market "as any product that does not meet a desired level of sales and resulting revenues. Accordingly, this does not allow much opportunity for negotiations with publishers when the author, or developers, in our case, is presenting a product he views as needed in the field, yet is not of marketing magnitude that encourages publisher participation." (Although the Director of Dissemination states the issue, publishers think of markets that have the potential for viable publishing of a program. During our tenure in educational publishing, we never heard the term "thin market.")

As an example of a product needed by the educational community concerned with bilingual education, he cites Oral Language Tests for Bilingual Students. Although it was rejected for publication by over forty commercial houses, NWREL published it without copyright and in 4-1/2 months sold over 1,200 copies by direct mail campaigns. (Another option we have suggested, however, is to subsidize publications that fulfill educational needs but may not be commercially viable.)

In marketing Oral Language Tests for Bilingual Students, this director carried out a mail campaign to the target markets, used press releases, journal reviews, and exhibits.

Of the items marked as thin market, most of them seem to constitute instructional materials rather than research reports and monographs. However, NWREL seems to have an instructional materials product orientation including instructional materials for "thin markets" as indicated by their Alaskan Readers and Indian Reading and Language Materials.

Research for Better Schools (RBS)

RBS distributes a publications catalog. In it they include all their publications - those available from commercial publishers, and those to be ordered directly from RBS, including research reports, monographs, journal reprints, and other thin market materials as defined in the Copyright Guidelines.

According to the director, RBS uses the Publications Catalog as one way of making "specific training materials" perceived as "thin market," available to users.

According to the director, the promotion and production of their own products is self-supporting through a revolving fund.

Southwest Educational Development Laboratory (SEDL)

As we have reported when SEDL was unable to place its products, especially those for migrant children and bilingual education, they created a wholly-owned, for-profit, subsidiary, The National Educational Laboratory Publishers (NELP). With NELP they published a series of bilingual educational programs for per-pupil use which commercial publishers considered thin market.

During our interviews with the SEDL staff, one participant expressed the view that SEDL should publish a catalog listing all SEDL products including those published by NELP, and other publishers.

The Research and Development Center for Teacher Education, The University of Texas (UTR&D)

As a way of listing products and reports from the Research and Development Center for Teacher Education, UTR&D issues a catalog entitled Products for Personalizing Education. The most recent catalog apparently is the 1973 edition.

The listing is organized into three sections: products, report series, and general reports.

According to the listing, items in the products section are generally staff training materials and curriculum-based modules used in the Center's Personalized Teacher Education Program. Under products there are 52 entries. Of these, five are published commercially and the remainder by UTR&D.

The report series section includes titles from UTR&D: "R&D report series of publications of major importance by Center staff and affiliated investigators." (We assume these to be "thin market materials." There are 93 entries.)

The general report section consisting of 279 entries "is a comprehensive listing of all major remaining publications of major importance by Center staff and affiliated investigators.

"Since the center receives no funds for product dissemination, we must make a small charge for printing, handling, and postage." (BCMA underlining)

For dissemination UTR&D has an inner institution network of 25 teacher training institutions.

R&D Laboratory (SWRL)

Since SWRL "sells nothing," it does not issue a catalog but it does publish and distribute a bulletin entitled Programmatic R&D in Education - SWRL Capabilities and Products. The booklet contains four topics: SWRL Capabilities, SWRL Products; SWRL Product Relevant Research; and SWRL Documentation.

The concluding paragraph summarizes SWRL dissemination procedures.

The nationwide use of SWRL products and documented R&D capabilities has demonstrated that it is possible to reliably attain instructional outcomes when the resources to conduct effective instruction have been produced throug research and development. SWRL's capabilities and experience are transferred to the schools in the form of verified educational products; to the R&D community through distribution of documents and journal articles, and through presentations at professional societies; to colleges and universities through presentations at professional meetings, seminars, and workshops; and to publishers in the form of new and improved product architectures.

This report on dissemination of reports and other publications seems to us to raise two questions: to what extent does the entry of research reports, monographs, evaluation reports, and professional books - all thin market - into catalogs lead to their dissemination among the practitioners, the administrators, curriculum coordinators and classroom teachers?

Also, are the reports the best way to inform practitioners about NIE research and NIE products?

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TASK IV

ANALYSIS OF THE POTENTIAL ROLE PUBLISHERS COULD PERFORM IN A CONSULTANT OR WORKING ARRANGEMENT WITH THE INSTITUTE IN REGARD TO NEW DEVELOPMENT ACTIVITIES

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February 25, 1977

TASK IV

ANALYSIS OF THE POTENTIAL ROLE PUBLISHERS COULD PERFORM IN A CONSULTANT OR WORKING ARRANGEMENT WITH THE INSTITUTE IN REGARD TO NEW DEVELOPMENT ACTIVITIES

Our analysis of the potential role publishers could perform in a consultant or working arrangement with the Institute in regard to new development activities is based largely on our interviews with the publishers listed on page 14 of this report.

As the list indicates, it is representative of the diversity of the publishing industry. However, the list is weighted toward the publishers of instructional materials programs. It is from these programs that the districts and state boards of education adopt instructional materials for classroom use, usually on a per pupil basis.

Perhaps more important than the list itself is the relationship of the educational publishers with the directors of NIE, the agencies of the federal government, the R&D labs and centers, and other developers; and also with privately funded councils and commissions engaged in the development of instructional materials for elhi per pupil use. Almost every publisher we interviewed includes on his list programs developed by the NSF, NIE, or OE.

As a result of the experience of the publishers and their concerned interest about both the NIE programs and the role of federal agencies financing and sponsoring educational materials, the interviews often ranged far beyond the topics included in the Scope of Work. Also, many of the executives we interviewed have served on committees of the Elhi Division of the Association of American Publishers concerned with the role of federally-funded educational research and development and have attended and participated in NIE/AAP conferences.

To this statement we should add that in no way does this analysis represent a report of the industry. It merely reflects the points of view expressed to us by spokesmen for the publishers we interviewed.

Developer and Publisher Communication

Between the publishers and R&D labs and centers, as well as other developers, there is extensive communication. Several educational publishers make a point of visiting the labs and centers to learn about the products under development and often to observe them in action. One company with several divisions includes on its staff a research director, one of whose assignments is to keep in touch with development programs and report them directly, with his recommendations, to the division that would publish them -- the elhi division, the business education division, the scholarly books division, the educational development laboratories, and others.

For another educational publishing company with many divisions, the editorial director, when the labs and centers were first launched, made it a practice to visit many of them to learn about their product development in which he might have a publishing interest. When he assumed more responsibilities, he assigned the R&D visits to a research associate who spent 90% of his time in the field.

Another source of communication, of course, is the obvious fact that both the developers and the publishers have been educated in universities offering comparable programs and often have been associated as teachers or administrators in similar institutions. They attend the same professional conferences. Often they are personal and professional friends. Under such circumstances, it is rather obvious that there is an informal, nevertheless constant, communication network between developers and publishers. Also, it seems rather apparent that each group recruits staff from the other group. Both also are engaged in the same worthy cause of developing instructional materials to improve education.

But the communication network is a two-way street. The developers, especially those with the responsibility to place a product with a publisher, have frequent contacts with publishers. We have just received a letter from a director of dissemination reporting to us that he has called on over thirty publishers to place a new product.

Early Agreement - A Mutual Interest

In our interview with developers and in letters we received from other developers, we have been impressed by the efforts they make to present these products to publishers personally. These calls are often unproductive for a number of reasons; one of them being, as one publisher said, "The products are too far down the road by the time we see them." Developers and publishers seem to agree on the necessity for "early involvement" of the publisher in the development of the product.

There is a difference, however, between the visits the publishers make and those the developers make. The publisher visits the R&D labs and centers to find out for himself what products the developers have in the conceptual stage, in process, and ready for production. Several of these calls over the past several years have led to negotiations between the two for early agreements which did not materialize.

The developers, on the other hand, as reported to us, frequently call on the publishers to submit, if not a finished product, at least one nearing completion, except possibly for format and packaging. As one director said to us in about these words, "We have concentrated on development of our product without thinking about a publisher. Now that we are nearing the end of the development, we are ready to place it with a publisher." Also, at this point, "We need a publisher's assistance for packaging and pricing."

It was a series of experiences on the part of developers who failed to find a publisher for products because they presented them to publishers too late for them to benefit from their input, that led both developers and publishers to the conclusion that the development and marketing of a product is likely to succeed best with the early involvement of the publisher with the developer.

To make certain there is no misunderstanding, we should add that some publishers have doubts about government financed development under any circumstances, and other publishers point to SMSC as the model. Nevertheless, they seem to agree that if materials are to be developed and funded by NIE, NSF, OE, or other federal agencies, there should be an early involvement of the publishers in the product development, even as early as the conceptual stage.

Some publishers also question early involvement because such an arrangement may call for a heavy investment that they will have no way to recover if the one or other of the two parties decides to phase out the project because it fails to live up to expectations. For example, if the evaluation of the product after classroom testing is negative, both parties by mutual agreement might decide to phase out the program. One of the benefits of educational R&D, however, is the capacity to field test products during development to determine those that work best. Perhaps developers and educators are unaware that educational publishers phase out programs of their own and take a loss during development if it seems unlikely that such programs will succeed in the educational marketplace. The possibility of such an eventuality is a calculated risk for both the developer and the publisher.

Also, some developers have doubts about the early involvement of publishers in product development because one of the benefits of a government funded development is the freedom it gives them to innovate and improve instructional materials without consideration of the commercial motive. Early publisher involvement without interfering with the developer's goals, perhaps even in improving them, is an issue we shall comment on later in this work.

Advantages of early agreement

If publisher and developer can reach an agreement early in the development of the product, the following advantages may be realized:

1) For the developers, it reduces the risk they will not find a publisher after a heavy investment of money, time, and effort in developing a product. An early agreement also saves the time and effort of the developer in trying to place a developed product. The time and effort of developers in "marketing a product" with publishers is in itself a heavy investment and sometimes non-productive.

2) For the publisher, an early agreement means he can include the project in his five-year plan. For educational publishers, five-year planning is essential for several reasons: it requires about five years to take a publication from idea to printed page; adoptions usually run in five-year cycles, especially state adoptions. For publishers, timing of publication dates may spell the difference between the success, and considerably less than success, of a program. To allocate resources and to schedule editorial and production time also requires planning.

3) A five-year plan may include a five-year projection for every title in production, in preparation, and in the conceptual stage. A five-year plan includes planning for staff. Publishers project their future revenue on programs sometimes only in the conceptual stage. During our interview with the manager of an elhi division of a large publishing company, he made this comment, "To publishers, publishing means development as well as marketing. A publisher such as we are lays out five and ten-year plans that make no provision for products developed by R&D agencies. We have no way to plan for the possibility of publishing an R&D program of which we are not aware and for which we will have to compete with other publishers."

   For a publisher to include in his plans the possibility of acquiring a product he does not even know about and for which he will have to bid competitively, does not make publishing sense, especially in these days of tight budgets, a no-growth school population, and decrease in federal funds for education.

   One reason the developers may have faced difficulty in finding a publisher for some of their curriculum products probably can be traced to the fact that the publishers were already fully committed, or perhaps in our current climate, over committed.

4) Another reason for early agreement, and perhaps the overriding one, is the opportunity it gives the developer to benefit both from the publisher's judgment about the educational marketing and his knowledge about the conventional wisdom of instructional materials adoptions. It also provides them with technical assistance they may not now have. This technical assistance includes design and production. A comment by the commercial producer/publisher of the Hawaii-English Program indicates the importance of a professional director of production, "If I had to go through it all again," he said, "I would insist that HEP have a production person on its staff. Even large developers need production capability. With production capability, HEP could have saved many thousands of dollars." An early agreement provides the developer with design and production technical assistance at the crucial point in the development of the product -- at the beginning.

Although the role of developers may involve greater responsibilities than the role of authors, nevertheless, developers also are authors. As authors they do not have the opportunity to benefit from technical assistance of editors -- this could be one reason that publications the developers consider ready for publication may, as the publishers discover, require considerable revision.

An early agreement would make it possible for the publisher to provide the developer with editorial capability. With editorial assistance, the developers, authors, and writers could seek the advice of editors and thus have the benefit of editorial criticism and editorial direction. At the completion of the development, the materials would, therefore, be edited and ready for production.

There are two reasons why federally funded educational R&D should utilize, but not try to match, the editorial production and marketing capabilities of the educational publishers in the private sector. First, they do not have enough products under development to use an editorial staff and production staff to advantage; second, and the over-riding reason, it would place them in an unfair competitive position, with their federal funding, with the publishers in the private sector -- a fact that would not long be overlooked by the private sector.

5) With an early involvement of the publisher in the development process of the labs and centers and other developers, they can take advantage of the contribution the marketing director and his staff can make to the project from the beginning. A typical publishing staff for a major educational publisher usually consists of a marketing director; regional directors for each of the regional offices; an advertising and promotion director and staff; consultants who interpret the materials to supervisors and teachers; project directors who often advise the editors and interpret the product to the sales staff and also to committees who select and adopt instructional materials; and the sales representatives who represent their company and its products in a territory.

It is the sales representatives that often spot emerging trends and report them to management and the editorial staff while the development of a program is in process. It was the sales staffs that spotted the "back-to-basics" trend long before it made newspaper headlines. With this educational intelligence, publishers were prepared to meet the demand for more emphasis on computations in math. Because of the intelligence the marketing staff brings to the development of a new product, educational publishers generally opt for early involvement in federally funded products development. Another advantage, however, of an early agreement is that effective marketing begins long before the product is ready for the marketplace.

In educational publishing, there is rarely a sharp division between development and marketing. Between the two there is a continuing interaction. They are the two faces of the same coin.

No fixed point for early agreement

For an early agreement, there is no fixed point. As we have mentioned, it could be as early as the conceptual stage, or perhaps at the point where the product is ready for field testing. As the current practice, the publishers should have equal opportunity to submit proposals to publish. Perhaps the responses of the publishers to an early announcement would indicate whether or not the developer considers it to be to his advantage to enter into an agreement with a publisher at that particular time. He would have the option to reach an agreement or not, according to the proposal of the publisher.

Development without early agreement

Although both publishers and developers and general project officers too have urged early agreement between publisher and developer, there certainly may be exceptions depending partly on the nature of the product. If, for example, the product is a necessary phase in a research project, a publisher may not be necessary, securing a publisher would have a low priority. A publisher reflects this point of view with this comment: "NIE should emphasize the R. If R requires instructional materials development OK, but materials should be a means not an end."

Also, there may be need for products to be developed to test new approaches to teaching and learning which require research and development without publisher involvement.

Agreement between developer and publisher

Since contracts reflect in their terms the interest of both parties, each contract is different in detail from all others. As consultants and publishers, we have participated in the preparation of a number of publishing agreements between developers and publishers at different stages of development. Where the two parties are eager to negotiate an agreement, rarely is there a problem in reaching agreement on terms. The NIE agreement between SWRL, Educational Research and Development, and Ginn & Co. for the development, publishing and marketing of the SWRL-Ginn language program provides a case study of a successful "early involvement" agreement between developer and publisher.

The SWRL-Ginn collaboration suggests certain guidelines to NIE for future exploration between developers and publishers.

Apparently, the agreement was a working partnership (contracts between authors and publishers are essentially partnerships). For two years, a Ginn editor was in residence as a member of SWRL's R&D development task force. In addition, Ginn & Co. provided SWRL with temporary duty editorial and production technical assistance.

According to the agreement, we were told by the Ginn editorial director, SWRL was the supreme court in the event of differences of opinion between the Ginn staff and the SWRL staff. This agreement protected SWRL's right to develop without intrusion of what might have been interpreted as commercial motive.

Since the terms of contracts are confidential, with the terms of no two contracts exactly alike, we did not inquire about financial terms. Aside from this particular contract, and speaking generally, the royalty rate will be related to the investment the publisher makes in the development of the project. Royalty agreements, however, are the business of the parties involved. There is, to the best of our knowledge, no such thing as a standard royalty.

When we discussed this project with Ginn's president and editorial director, they expressed the opinion that Ginn and Co. had benefited from their working relationship with SWRL. When we interviewed the Director of SWRL Educational Research and Development, he indicated that not only had the agreement with Ginn & Co. been to SWRL's benefit, but that the negotiation of such agreements is a SWRL policy. They all agreed, however, that the success of an early agreement depends on the good will of the two parties. Also, the guidelines of the agreement must be clear and explicit.

Explicit terms and mutual goals

As we have pointed out, the success of early agreement ventures depends on the good will of the two parties; however, good will does not take the place of an agreement with explicit terms. Among the terms that need to be spelled out carefully are these:

Development Control - Since the goal of federally funded educational R&D is to improve education through innovations in instructional materials, the agreement should clearly state the goals of the project, the learning theory upon which it is based, and the substantive content. Both parties should clearly understand, and agree upon, the basic concepts of the subject.

Editorial Control - Editorial responsibility should be clearly separated from developmental responsibility. As usual in this analysis, editorial control includes control of the quality of materials and format. For a project to succeed, it must meet publishing standards. To quote from a report of an interview with a highly regarded and unusually perceptive president of a publishing company, the president "sees the possibility of early involvement if the publisher has editorial control over the quality of materials and format with a consensus on theory of learning before signing a contract. Publishers won't give up quality control."

Royalty Rate - Often overlooked by authors is the fact that income depends on the extent of the revenue more than on the rate of royalty. In a co-publishing venture, the royalty rates will need to be negotiated depending on the contribution each party makes to the project. A sliding scale royalty may be the best arrangement for both parties.

Copyright - If copyright is negotiable, the number of years the instructional materials have copyright protection can make an important difference to the publisher, especially if it seems necessary for the publisher to revise the product toward the end of the copyright period.

Escape Clause - In the agreement contract, it may be to the advantage of both parties to include an escape clause, the details to be worked out by mutual consent.

As we have maintained, each contract is a separate agreement. The suggestions we have made should be considered guidelines for the consideration of all parties in the development of a formal agreement.

Proposals from publishers

Up to this point, we have described early agreement between developer and publisher when the developer initiates the project and invites the publisher to submit proposals for the developer's consideration. Several developers, however, suggested to us during our interviews that they are eager for publishers to submit projects to them. (This arrangement is not unusual. American Institute for Research, for example, has developed several programs for publishers).

The director of the Far West Laboratory, Dr. John N. Hemphill, reported to us during our interviews with him and his staff at Far West that he would welcome a proposal from a publisher for a project to be developed by Far West in collaboration with the publisher, if the project seemed to them to measure up to their criteria and to be within their guidelines. Although we did not discuss the financial arrangements, we assume the publisher would include funding in the proposal or ask Far West to submit a proposal of terms.

This type of collaboration may offer R&D labs and centers, and other developers as well, an opportunity to provide instructional materials research and development for which they are uniquely fitted. For publishers who are eager to publish a new program to replace the one that has reached the point where it is in the public domain, a lab or center might include the staff with the experience to develop the new program. Also, the staff could take advantage of the feedback from the field.

The main theme of early involvement, however, is that the publishers' development input is as important as their marketing capabilities. Both developers and publishers have important input to make.

Collaboration with right of first refusal

Another option for early involvement that we suggest for exploration is an agreement between developer and publisher to combine their efforts up to a certain point in the development process. At that point, the publisher would have the right of first refusal before the developer would invite the other publishers who make up the industry to submit proposals.

This option might involve the publishers only in the planning stage, or in the production stage, at prototype stage, or in an advisory capacity on the marketing of the product. It could be a lesser involvement than an early agreement, but at this time could provide the developer with the information he needs to make judgments with the benefit of publisher experience.

For either an early agreement contract, or a right of first refusal agreement, all publishers in the industry, it seems to us, should have the opportunity to submit a proposal without any "prior understanding". As long as publishers have equal opportunities to secure agreements to publish, they are likely to approve the procedure the NIE develops to secure publishers for the products it sponsors.

Publishers in an Advisory Capacity

On an ad hoc basis, publishers have suggested to us during our interviews certain topics of mutual interest on which the developers might turn to them for advice. Although this advice could be sought in several ways, interviews between developers and publishers are likely to be the most productive, partly because the interviews would bring the two together to share ideas about common interests. Among the topics publishers suggested to us by both their comments and questions are these:

1) Could NIE set up an advisory board of publishers, especially to advise on cost effectiveness?

2) What is NIE's screening process for educational products? Do not the publishers have an important screening input, especially informative to developers, about the products the publishers have recently made available or are preparing to publish in the different subjects for examination and adoption? (Several developers in the R&D labs and centers commented on the need for better screening before launching a new instructional materials program.)

About screening a product, a major publisher remarked to us during our conference with him and his staff, "NIE staff should consult with publishers before launching projects. If NIE wishes, I will make myself available for consultaions."

3) An educational publisher asked us, "Could NIE take a publisher's product opinion poll before embarking on a new project?" (With the results of a product opinion poll, the developers would be in a position to fight tomorrow's battles rather than yesterday's.)

4) "NIE should identify grass roots needs at the practitioners' level. Wouldn't it be possible for NIE to convene publishers to advise their staff about needs? Perhaps not one conference, but a series of regional conferences."

5) A president of a major company during an interview made this suggestion: publishers and NIE staff could hold a two-day conference, with publishers describing the publishing process, the economics of publishing, examination and adoption procedures, and local and state curriculum constraints. (At the invitation of the National Council of Teachers of English, the American Textbook Publishers Institute held a similar seminar for English teachers.)

The president also suggested that publishers set up a conference and invite developers to participate in it.

A similar conference of educational publishers of professional and educational publications and others such as teachers aids, might be devoted to the publishing and marketing of "thin market" and other educational materials.

6) To quote another educational publishing executive, "NIE should have the assistance of an advisory committee including publishing representatives." This recommendation assumes NIE has sufficient product in production or in preparation to justify such a committee, which it may not have.

As we review the foregoing comments, it seems to us NIE has available a considerable range of publishing expertise with mutuality of interests if they wish to take advantage of it.

Publishers on Advisory Boards

Another option open to NIE and to the R&D labs and centers is to include publishing executives on the advisory boards currently largely composed of curriculum specialists.

Although the advisory boards include well-known scholars and curriculum specialists, they do not to our knowledge include educational publishers.

For your consideration we suggest that educational publishers be added to the advisory boards, especially to the advisory boards of the R&D laboratories and centers.

During a conversation we had with the director of publications for an R&D laboratory who had been recruited from educational publishing, the director remarked that the problem between the lab and centers and the educational publishers is that there is no interface. If the director has sized up the situation correctly, and we think she has, it seems to us the recommendations in this analysis present a basis for a mutually advantageous interface.

Research - A Common Interest

Although there may be differences of opinion among publishers about federally funded instructional materials development, publishers seem committed to the need for basic educational research that will benefit the entire educational community including the publishers. Not only do the publishers need new research to apply to the development of their products, they also need to have much old research brought up to date such as word lists and the scope and sequence of elementary social studies.

The educational timetable too would benefit from a basic research. Although knowledge increases at a geometrical rate and scope of our education has become global, the school time has remained virtually unchanged since the United States was an agricultural society. As a result, textbooks grow bigger and the schools do not add new courses to the curriculum because the schedule does not provide time for them.

During our early interview, we took notes on the research topics suggested to us by publishers until we learned that NIE had invited publishers to submit a list of research topics for their consideration.

The type of research which publishers need but do not have requires the resources and capabilities of a National Institute of Education. Educational publishers pioneered in advocating educational research.

Summary and Recommendations

Between the developers, especially the directors of the R&D laboratories and centers and their associates, and the publishers, there is continuous communication.

Among the curriculum publishers generally and the directors of the labs and centers and other developers, there seems to be virtually a consensus about the benefits to both parties of an early publishing agreement, even as early as the conceptual stage for many reasons,including these:

* The developer has a commitment from a publisher for his product.

* Early agreement enables publishers to assist the developers in preparing a projection, usually for one year and for five years.

* The developer has the benefit of the publisher's knowledge about adoption procedures and also of his publishing skills -- in editing, production, and design.

* The developer benefits from the publisher's marketing input.

* The publisher has the opportunity to include the product in his publishing plans.

Since the relationship between the developer and the publisher should be in the nature of a partnership, it is mutually advantageous for the two to share common goals with agreement on the basic principles underlying the product, and with the conceptual and editorial goals clearly spelled out.

As alternative procedures to early agreement for developers to benefit from publishers' knowledge and skills, we suggest these possibilities:

* Collaboration between developer and publisher to an agreed upon point in the development with publisher exercising right of first refusal for further collaboration.

* For NIE or developer to engage consultants with educational experience as advisors.

* Since several R&D laboratories have advisory boards that include curriculum and subject-matter specialists, they might include on their boards publishing specialists, especially those with experience in managing an elhi educational publishing firm or the elhi division of a publishing firm. These specialists would be available to the developers according to their wishes.

For the orientation of developers to educational publishing and of publishers to the NIE research and development we suggest a conference. For the conference, publishers would present the topics concerned with publishing, and the members of the R&D staff would present topics orienting publishers to NIE. As we have indicated, the purpose of the conference is orientation. It is one way the publishers and the research and development specialists can find out more about each other's goals and procedures. Such a conference should help to close the information gap.

Educational publishers are committed to research that will benefit the educational community -- publishers included. From research can come dependable information that all publishers can apply to the improvement of instructional materials.

Commercial Publishers Interviewed by BCMA for This Report

ACI Media

Addison-Wesley Publishing Co.

Allyn & Bacon, Inc.

American Book Company (Litton)

Benziger Bruce & Glencoe (Macmillan)

Bowmar Publishing (Thomson)

Citation Press (Scholastic)

Doubleday Multimedia

Encyclopaedia Britannica Educ. Corp.

Fearon Publishers, Inc. (Pitman)

Follett Publishing Company

Ginn and Company (Xerox)

Harper & Row, Publishers

Holt Rinehart & Winston (CBS)

Houghton Mifflin Company

Imperial International Learning Corp.

Macmillan Publishing Co.

Mafex Associates, Inc.

Materials for Today's Learning

McDougal-Littell Company

McGraw-Hill Book Company

McKnight Publishing Company

National Educational Laboratory Publishers

Rand McNally & Company

Random House School Division (RCA)

Sage Publications

Science Research Associates (IBM)

Silver-Burdett Company (Scott Foresman)

Steck-Vaughn (Intext)

System Development Corp.

Viking Press (Penguin)

Webster Division, McGraw-Hill Book Co.

Appendix to

Task IV Report

Counselling sessions between BCMA and selected NIE staff members.

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February 25, 1977

Counselling sessions between BCMA and selected NIE staff members

Background

BCMA's proposal of April 23, 1976 contains this statement about counselling sessions in the section on Task IV (pages 21-22):

> In this Task the contractor is required to "counsel and advise three to five Institute divisions with regard to a single product they have under consideration for development" and to provide written summaries. These sessions are to be used as the basis for a Task 4 report that will assess problems in the area of the early involvement in development and propose possible solutions.
>
> Following each counselling session, the BCMA representative will write a report of the session, including those recommendations it seems advisable to make.

As the assignment progressed, we learned, upon inquiry, that BCMA had misinterpreted the nature of these counselling sessions. We had thought of them as advisory conferences with developers in the field (i.e. laboratories, centers, other developers) rather than with NIE project officers and their assistants, After this misunderstanding had been straightened out, with the assistance of Dr. Richard Lallmang (who was at that time BCMA's Project Officer) we set up conferences on October 13-14, 1976 with various NIE groups. Reports of these counselling and discussion sessions follow:

1. Education and Work Group (October 13, 1976)

Albert D. Cunningham, Jr.
Norma McCord (from Anacostia Project, D.C. School System)
Lana Muraskin
George N. Sealey, Jr.

Discussion and counselling at this session focused mainly on the Anacostia Project, designed to raise reading and mathematics skills in the senior high schools, one junior high school, and eight elementary schools in the Anacostia area, using regular teachers for remediation. This is being accomplished through a combination of parent involvement, teacher training in techniques, and management training.

For the most part, the instructional materials used are already available commercially, but some have been specially developed for this project. Members of the group expressed doubt that these locally-developed materials would be useful elsewhere -- "They might sell only in Anacostia" -- but BCMA pointed out that educational publishers are always interested in materials for urban education and probably would at least want to examine them. Why not submit some materials to selected publishers?

It was mentioned that, in the main, new methods rather than new materials are being developed in Anacostia, and that methods are usually harder to transport to other locations than are materials. BCMA agreed with this.

BCMA suggested that perhaps a book of general interest, or more probably a professional "educator education" book, could be written describing the new teaching, management, and parent involvement procedures, and pointed out again that urban education is an area of special interest to educational publishers, and regarded as a growth area.

Note: During a conversation two months later with Dr. Sealey, BCMA was told that NIE has been disappointed by the generally poor quality of the materials that have emerged so far from the Project, and that the materials have been returned to the Project for further revision. Two or three of the items, however, have impressed Dr. Sealey favorably.

The balance of the session was devoted mainly to a brief discussion of Opportunities In Careers, Inc., a Philadelphia project funded by NIE, Mr. Cunningham's special concern, and to general observations by BCMA about the types of per-pupil materials, teacher-education, and professional books, and special studies that could conceivably be of interest to commercial publishers. Two points were stressed by BCMA: (1) the large number and great variety of commercial publishers, many of which are not concerned particularly about copyright protection, (2) the fact that publishers are always on the look-out for materials to publish.

In conclusion, BCMA expressed a willingness to comment upon potentially-publishable items brought to BCMA for review, and to suggest publishers that might be interested.

2. Educational Equity Group (October 14, 1976)

Martin Milrod
Abdin Noboa

It was explained to BCMA that the Educational Equity Group was concerned with "people whose special needs have been over-looked by publishers," with the activities of the Group divided into four sections --

multi-cultural and bi-lingual education; compensatory education; school social relations; desegration studies.

Discussion focused first on the proceedings of a conference on bi-lingual education (published by Arowak) and a catalog of available items (published by Educational Products Information Exchange). The response to the latter has been good. A contract in response to the RFP for a survey of multi-cultural assessment instruments has not yet been awarded. What, if any, is the commercial potential in the catalogs, reports, and studies resulting from the work of the Group? How should a complete catalog of bi-lingual, bi-cultural items be published? Would a commercial publisher be interested? Would the lengthy report to Congress on compensatory education be of interest to publishers? What about the "safe school study," concerning the incidence of violence in public schools, and a study of "what really goes on in newly-desegregated school settings " based on experience in six classroom sites?

BCMA expressed the opinion that, of the projects listed above, the desegregation study would probably be of the most interest to a wide range of publishers. The quality and clarity of the writing, as well as the content, would be an important factor (as they would be in all cases). It was noted by the Group representatives that the quality of writing in most reports and studies leaves much to be desired.

Another type of discussion was how free the Group would be to approach commercial publishers. Would they always have to go first through the Joint Committee on Printing and Government Printing Office? The complexity and technicality of the rules and regulations were noted. It was suggested that BCMA might wish to get acquainted with Richard Werksman, a lawyer, and Timothy McCarthy, a public relations specialist, both of whom are fully familiar with JCP/GPO procedures.

A special situation was mentioned -- the updating and revision, aided by government funds, of a definitive work that had been published commercially in its original edition (mentioned again to BCMA during a later visit, along with a comment about the implications for NIE of the new copyright law).

BCMA made these points:

1. It is possible, and in fact probable, that some reports and special studies resulting from the Group's work should have wider dissemination through commercial channels than they would receive using GPO distribution,

2. The GPO catalogs, however, are read by publishers as well as by interested individuals, and occasionally some item, despite its public domain status, will be picked out and published commercially,

3. Copyright protection is not necessarily essential in some types of commercial publishing.
4. There is a kind of adversary relationship between commercial publishers and GPO, based on the belief that in some cases GPO is competing unfairly with commercial publishers.
5. OE-NIE has an obligation to make commercial publishers aware of potentially-publishable products being developed with government funds and to enable them to bid competitively for publication rights if they are interested.

The members of the Group appeared to feel that experienced publishers could be of assistance to NIE in providing advisory and counselling service about publication procedures.

3. Learning Division (October 13-14, 1976)

Ned Chalker
Monte Penney
Thomas G. Sticht

BCMA spoke first with Ned Chalker alone, then with Ned Chalker and Thomas Sticht together, and later alone with Monte Penney.

Since no specific projects were about to be launched, discussions turned around this general question: What should NIE's role be in research and development that might or might not lead to the production of materials of interest to commercial publishers?

Should NIE's role be "big R and big D" or "big R and little d" or "big R and no d"? Or should the government stay out of educational R & D entirely?

There ensued a discussion of whether or not, and/or at what point, a developer should establish contacts with potential commercial publishers before the product is finished. The opinion was expressed that too-early contact with a marketing-oriented publisher could be unnecessarily inhibiting. On the other hand, finding a publisher after the product (especially a multi-grade, multi-component product) has jelled too much causes even serious problems. The Aesthetic Education Program developed by CEMREL was mentioned by BCMA as a case in point.

BCMA expressed the opinion that government-funded developers should be working on products and programs to meet clearly established needs that had not been adequately filled by commercial companies, or on desirable new curriculum areas (again the Aesthetic Education Program was cited) that no commercial company could be expected to establish on its own.

BCMA noted that the successful NSF-funded products all were aimed at established courses - biology, physics, earth science, elementary science - that needed to be improved, but the teacher-training involved was beyond the capacity of publishers. Also, certain substantive changes in content would not have been accepted without the NSF imprimatur.

BCMA noted that developer/publisher relations are fundamentally author/publisher relations, and that the best educational materials are usually the result of a sound, give-and-take, intellectually rigorous exchange of ideas among authors, editors, production people, and marketing persons familiar with the practicalities of school purchasing procedures. Relationships like this between the laboratories and centers (and some other developers) and publishers have been developing during the past few years in an atmosphere of growing mutual respect and understanding.

BCMA stressed the fact that publishers are unanimously agreed that basic educational research is an appropriate function for NIE to arrange and administer (far beyond their capacities, obviously) and also emphasized that publishers do respond to the results of studies based on practical as well as scholarly research, if the studies are appropriately brought to the attention of school people. Publishers' reaction to the Wesley report on the social studies was mentioned as a good example of this response.

Publishers do a considerable amount of pioneering work on their own initiative, but their capacity to do this is limited, and they get little credit for it. The history of educational publishing is filled with "prestige books" that failed miserably in the marketplace.

The newly-established Center for the Study of Reading at the University of Illinois was mentioned. At the end of three years a professional book for teachers on reading comprehension in the middle grades should emerge, and should, like the Chall book a few years ago, have solid commercial possibilities. Meanwhile, a series of papers that will be emerging from this new center are "potential best-sellers." BCMA said publishers undoubtedly would be watching the work of the Center very closely.

Great interest was expressed in the work BCMA has done for CEMREL, LRDC, and RBS, similar to the work done in the past for the privately-funded Educational Research Council of America. (Note: a copy of the Memorandum to School Publishers describing LRDC's New Primary Grades Reading System later was sent to Monte Penney. See page II-ix of Appendix to Task II)

BCMA commented on the fact that one high-level consumer had noted the dearth of teaching experiences among the staff members of a leading regional laboratory. It was indicated that the same seems to be the case among NIE staff members, who also tend, as a group, not to be familiar with the educational publishing industry. Though very small in dollar volume compared with really large corporations, the industry consists of literally hundreds of independently-minded companies and thousands of decision-making individuals. It is indeed complex.

4. A final word

The discussions during the above sessions, and the counselling given by BCMA, were limited by the fact that the number of "new products now under consideration for development" is very limited at the present time. Most of the suggestions made by BCMA were therefore of a general nature.

TASK V

REVIEW OF CONSUMER INTEREST AND ISSUES THAT SHOULD MODIFY OR CONSTRAIN ANY OF THE PREVIOUS POLICY RECOMMENDATIONS

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February 25, 1977

TASK V

REVIEW OF CONSUMER INTEREST AND ISSUES THAT SHOULD MODIFY OR CONSTRAIN ANY OF THE PREVIOUS POLICY RECOMMENDATIONS

Definition of "consumer"

"Consumers" is defined in BCMA's proposal as "top school administrators, curriculum directors, selected teachers, professors of education, and officials in professional organizations." The proposal notes particularly that these consumers "include decision-makers who direct the examination and selection of instructional materials."

Interview selection problems

BCMA originally proposed to interview 30 representative consumers; this was reduced, in the amended proposal, to 15. Because there are literally tens of thousands of consumers from among whom a choice of interviewees had to be made, this task posed some special problems of selection. In the first place, most consumers have little or no knowledge of the complex relationships among NIE,developers, and publishers that are the subject of BCMA's study. There seemed to be little point in interviewing consumers to whom we would have to give considerable background explanation of these relationships before we could even start the interviews. In the second place, although the percentage of consumers with adequate knowledge of the subject is relatively small, the actual numbers are enormous in comparison with the other categories -- developers and publishers. The interviewing target was by no means so clear and limited as it was with the laboratories and centers, the "other developers," and the educational publishers. In the third place, even those consumers who have some knowledge in the area of BCMA's study, do not all share a common body of experience in this area with NIE and with each other, as do developers and publishers.

Compensating factors

Three things compensated more than adequately for these difficulties, however, and made this task attainable. First, five of BCMA's Associates have been in constant touch with consumers for many years and have had numerous informal discussions with them about the subject being studied. Second, in several previous BCMA assignments the question of whether or not non-profit agencies, including agencies partly or entirely financed by government subsidies, should distribute materials themselves or through commercial publishers has been the central part of the assignment. Third, many of the developers and publishers we interviewed have been consumers in the past, and in some cases will be consumers again in the future. Many developers and publishing executives have been teachers and supervisors. For example, one executive of a leading publishing firm was formerly superintendent of schools of a major state. And, of course, all the developers and publishers we interviewed keep in constant touch with consumers.

For these reasons, then, the Task 5 report actually reflects comments from hundreds upon hundreds of consumers over a period of several years, not merely comments from the consumers interviewed for this particular study. It also reflects continuing informal analysis throughout the assignment by five of BCMA's Associates of the extraordinarily complex relationships among NIE, developers, publishers, and consumers.

Authors are people, not institutions

Generally speaking, consumers expect to buy educational materials designed for per-pupil use from commercial publishers. They further expect that these materials will have been written by identifiable individual authors -- teachers, supervisors, and subject-matter and education specialists in colleges and universities. The more sophisticated consumers are aware that much authorial work is done by in-house editors employed by educational publishers, particularly in the case of complex, multi-component, multi-grade programs designed for elementary schools. Even so, they expect these programs to reflect the practical experience in the classroom, the subject-matter knowledge, and the professional understanding of teaching methods of _individuals_ in the education profession. Many consumers do not react well to an educational program that has been developed by a faceless institutional staff, no matter how prestigious the institution may be. Authors, to them, should be _people_, not regional laboratories or research and development centers. This reaction cropped up in one form or another throughout our interviews, and not only in our interviews with consumers. Publishers, for example, tended to talk about the _people_ they knew and had worked with among the developers. Developers talked about individuals they knew and had worked with in publishing houses. The institution was, in a sense, of secondary importance.

How much actual effect this reaction has had on whether or not materials are adopted in a particular school situation is, of course, impossible to quantify. Our feeling is that it has probably had _some_ effect, but not a great effect. Educational materials developed in a laboratory or center and offered for sale by a commercial publisher are evaluated in much the same way as are any other materials. That is, the consumers involved in the adoption decision make the best attempt they can to decide on the grounds of quality, local needs, preferences, adoption criteria, and price.

NIE and developers, however, should be well aware that, generally speaking, educational consumers prefer to buy materials that are developed by _people_ (i.e. individual educators with known academic connections) rather than by impersonal institutions. The products of government-funded developers are more likely to receive favorable attention when the individual authorship is made plain.

Adoption regulations

All consumers involved in decisions about the purchase of instructional materials must make these decisions in conformance with local and/or state regulations and restrictions of considerable complexity. Although exceptions sometimes can be made, usually for experimental or pilot projects, all instructional materials, no matter who the developer may be, must comply with these regulations and restrictions before their purchase will be approved by the school superintendent and ultimately the school board of education. Obviously, quality, durability, course-of-study applicability, availability of teachers' guides, consultant service, and price are of major importance, but most adoption committees also must pay especially close attention to such matters as balanced ethnic and socio-econometric representation, avoidance of sexual and social stereotypes, treatment of minority groups, treatment of sex and violence, attitudes toward free enterprise, management, labor, government philosophy, and political parties, treatment of science and religion, and so on. Products and programs developed with the aid of government funds must pass all these tests on the same basis as any other materials being considered for adoption. One requirement still prevalent in most state and large-city adoptions is that textbooks must be offered in a clothbound version before they can be officially adopted. Though instructional materials may be conceived and developed with boldness, most adoptions are made conservatively.

Some feel the federal government should keep out

Our experiences over a period of many years and our interviews during the past six months make it quite plain that many consumers deeply resent the involvement of the federal government in any way in the development of educational materials. This does not necessarily mean that they will refuse to consider such materials or to recommend them for adoption, but merely that, for both cognitive and affective reasons, they believe that educational materials should be developed entirely in the private sector, not by government-funded agencies. This feeling is tied in to some extent with states' rights. It is not an accident that it runs highest in the Southeast and Southwest, the areas of the country where state adoptions are most common. In those areas particularly, anything involving "the Feds" is automatically suspect.

One of the members of the BCMA project team working on this assignment recalls vividly an inquisitorial session that took place in a southern state some years ago concerning the adoption of a textbook published by his company that had been developed with National Science Foundation funds. He and one of his associates (the local manager) were summoned (no other word quite fits) to a meeting of textbook purchasing directors representing several southeastern and southwestern states to discuss NSF's and the company's role in developing this particular textbook.

With a tape recorder going, these company representatives were asked how much they had been dictated to by the developer as the book was being created. The textbook directors were incensed to learn that the contract had stated that all decisions about content would be made by the developers, even though the publisher's representatives explained that, despite this restrictive clause, the company's editors had still managed to have some influence on the content. The representatives also explained that their company had decided to make a bid on the project, because, whatever the personal feelings of individuals in the company might be about the propriety and merits of government-funded educational materials development, the company's executives had unanimously agreed the book would be a good one, and they wanted to publish it.

They further explained, that despite the problems involved in negotiating (with a kind of "corporate author") a contract that required NSF (and ultimately federal government) approval, the relationship between developer and publisher was basically not much different from other author-publisher relationships. The company's editors were working with a group of individual authors to produce the best textbook they could. And they had, as it turned out, done a superb job.

Could the company, the textbook directors asked, have produced just as good a textbook on its own (finding its own authors, etc.) at less expense and sold it for a lower price than the textbook under discussion? The answer -- probably yes, but the changes in teacher attitudes that NSF hoped to bring about could not have been accomplished without the summer institutes for teachers established with NSF funds. Moreover, a textbook with such substantial content changes could not have been so widely sold in the absence of the NSF imprimatur. These achievements were for beyond the capability of their company, or indeed of any educational publishing house.

The reaction of the group to these explanations could be summed up as: "Your textbook will be considered for adoption on the same basis as those published by other companies, but we're still against government involvement in textbook development."

This attitude was duplicated almost exactly during the course of one of our recent consumer interviews in one of the largest and most influential state-adoption states. The opinion was specifically expressed that the only reason materials developed with government funds in a certain specialized field (mandated by the state) had been adopted in that state was that no other comparable materials were available. According to our interviewees, the state board includes several members who are opposed to the adoption of any programs developed with government funds, including those marketed by commercial publishers, because they fear special pleading adversely critical of free enterprise.

Costs and prices

Relatively few consumers have any basis on which to compare the costs of developing a program in a regional laboratory with the costs of developing a similar program within a publishing house, using authors in the normal manner. Some consumers, however, do understand that the money spent by laboratories and centers on extensive field testing in the development and prototype stages of major programs is far beyond the capacities of most commercial publishers, as are the sheer dimensions of some of these programs, and some believe that this can add significant value to the final product. In general, however, they are unwilling (or unable because of budget restrictions) to pay premium prices in comparison with other materials for any extra educational value that government-funded development projects may possess. One state superintendent, in fact, told us that school people in that state often asked why they had to pay anything at all for materials that had been developed with government funds (i.e. taxpayers' money). Presumably, the product should go directly and without charge from the developer to any schools that want to use it.

Consumers who have worked with publishers as authors or advisors tend, as a group, to have a better understanding of the role government-funded developers can fill, and particularly to realize that developers can improve their results by working with publishers before their programs have taken final or near-final form.

Concerns about possible waste

Some consumers obviously feel, although their feelings usually are not based on much evidence, that a lot of taxpayers' money has been spent on educational research and development that had no discernible results. One developer, who also considers himself (in his role of parent) as a consumer, said, "It's my money they're wasting, you know." He was referring to the fact that, in his opinion, many of the products that had been developed in the laboratory with which he is connected never should have been undertaken in the first place.

Are publishers only marketers?

Some consumers appear to feel, along with some developers, that a publisher's function is only marketing, and that the development of instructional materials should be done by presumably objective, untainted, not-for-profit agencies. One experienced school administrator, who has worked extensively with both publishers and developers, said: "The laboratories should do what they do best, development, and the publishers should do what they do best, marketing." This same administrator, as the interview progressed, however, observed that "one trouble with the laboratories is that so many people in them haven't had real teaching experience," and later on remarked that "the publishers' salesmen and consultants know more about what's going on in the schools than anybody else."

Actual costs, relative costs, and publishers' profits

Consumers, like others who become familiar with the amount of government money that has been invested in educational materials development, tend to think of large total amounts, rather than in relative terms. When they are reminded that the several hundred millions of dollars spent during the past two decades by the government on educational research and development, while a large sum in itself, is relatively small in comparison, let us say, with the annual amount spent on public schools -- some $70 billion in 1975 -- or with the cost to date of developing and building B-1 bomber prototypes, they agree. But they probably continue to be of the same opinion still!

Many consumers' attitudes toward costs reveal their lack of awareness of what a tiny percentage of the nation's overall expenditures on schools actually goes toward the purchase of instructional materials of all kinds -- no more than 2%, or around $1.4 billion in 1975 (out of about $70 billion). This lack of awareness accounts in part for their feeling that educational publishing is big business, in which a lot of companies are making a lot of money. The annual figures released by the AAP are often a revelation to consumers in this category. It is hard for them to believe that any one of several dozen major corporations has greater sales annually than those of the entire instructional materials industry.

A depressing climate in the schools

All consumers' attitudes reflect the present depressing climate in the schools -- teacher strikes, budget troubles, declining enrollments, more teacher applicants than jobs, general uncertainty about education in general and the role of schools in particular, and the so-called "back-to-basics" trend. In such a climate it is difficult for any educator, no matter how forward-looking, to recommend the adoption of a program, no matter how promising and how innovative, that is more expensive and more complex than competing materials in the same area, especially if it will require additional teacher training. "You know," said one school superintendent, discussing budgets with us, "'back-to-basics' really means buying clothbound textbooks. That's all we can afford."

Special areas get attention

In special areas, however, especially areas in which federal and state subsidies are available, consumers are willing to consider innovative materials, even though they may be relatively more expensive and place extra demands on teachers. These areas include early-learning, slow-learner education, bi-lingual and bi-cultural education, special education for the handicapped, inner-city education, ecology, consumer education, and business education. Almost any materials in these areas, including materials developed with government funds, will get attention, if only because of community pressure to do something. In fact, the question is sometimes asked: "Why doesn't the government do more?" All these areas of special interest are, not surprisingly, regarded as growth areas by educational publishers.

Establishing new curriculum areas

None of the areas mentioned, however, can now be regarded as new curriculum areas, with the possible exception of bi-lingual and bi-cultural education. Consumers are familiar with them, and generally responsive to the need to take positive action. Establishing an entirely new area in the curriculum, and particularly in the elementary curriculum, is, however, an entirely different matter, no matter how powerful the intellectual and sociological arguments in its favor may be.

The history of FLES -- Foreign Languages in the Elementary School -- is a case in point. Few consumers question the demonstrated fact that young children can learn foreign languages more easily than can older children and adults. Nor do they question the proposition that learning a foreign language is beneficial in a variety of ways. What they do question is how to squeeze FLES into a basic curriculum that already includes reading, other language arts, mathematics, social studies, and science, and where to find teachers capable of handling such a program. After an initial flurry of enthusiasm, based on intellectually solid grounds, FLES floundered and eventually failed.

In this report we are certainly not arguing a case for FLES, nor for any specific program, but we are saying that many thoughtful consumers will agree on this kind of activity as acceptable for government-funded developers -- establishing desirable new curriculum areas and developing new curriculum materials that school publishers, no matter how large their resources, energy, and enthusiasm, could not hope to achieve on their own.

Concerns about a national curriculum

One feeling that influences many consumers' attitudes is genuine concern that continued encouragement of educational research and development activities funded by the federal government eventually would lead to a national curriculum. A few consumers, however, appear to regard such an eventuality as possibly desirable, possibly because it would reduce their decision-making load!

Lack of awareness of NIE-developer efforts

All our talks with consumers left the impression with us that very few, if any, are fully aware of the nature and dimensions of the NIE-developer effort. What they know about it, if anything, is limited almost entirely to their own personal experience. The state superintendent mentioned above who said that school people ask why they have to pay for materials developed with taxpayers' money also said that school people in that state, although they are very much aware of the research and development center in their own state, know virtually nothing about the work of regional laboratories and centers and other developers elsewhere.

Consumers who are somewhat aware of the amount of money that has been spent by the government on educational research and development, and who come to the conclusion that it is too much, are generally not aware -- few people outside of publishing are -- of how much "research and development" in the preparation of manuscripts takes place in the private sector, and how relatively large this output is compared with the amount that finally gets published. It is probable that the ratio of success to failure in getting published is no worse with federally-financed developers than it is with private-sector authors. It is, in fact, possibly somewhat better, Also there is no disgrace in trying and failing. As one NIE staff member said, "The way I see it, developers should take what seems to be a good idea and do the very best they can with it. They'll never get anywhere if they worry too much about failing and not getting published."

NIE's mission not clearly defined

One reason why consumers are not fully aware of the nature and dimensions of the NIE-developer effort is that NIE, although obviously aware of the dimensions of its effort, has never been itself entirely clear about what the nature of its research and development effort is and should be, and therefore, has never been able to explain the nature of the effort fully and clearly to anyone, including BCMA. Said one publisher who also has been a teacher, and who a few years ago almost went to work in NIE: "I feel that NIE is the offspring of a love affair that now seems irrelevant. What was, and what is, NIE's charter? It has never been explained."

The developer/school/publisher triangle

Consumers who, for one reason or another, have been in the middle of developer-school-publisher relationships tend to have a good understanding of the respective roles that can be played by each party in this triangle. A principal, close to the work of one of the centers, observed to us that a center can offer a "support system" that no commercial publisher can hope to equal, and that their methods of developing programs can provide evidence of workability "that school boards now are demanding." He also said that it is easier for developers than it is for commercial publishers to get schools to cooperate in testing new approaches and trying out new materials, and that a lot of developer/school/publisher experimental work can go on if it is handled properly. "We've never had any trouble in our school, because we were careful to avoid too much publicity."

Field testing, learner verification, "validation"

Consumers quite naturally ask for evidence that instructional materials being offered for their consideration really work. The extensive field testing conducted by many of the laboratories and centers, if the program withstands the test favorably, presumably would be the most convincing argument of all in favor of the program. This is by no means always the case, however, One publisher we interviewed, seeking to offer field-testing evidence comparable to that offered by laboratories and centers, spent several hundred thousand dollars conducting an elaborate field test and survey of a major new elementary school program in advance of publication. The test seems to have been well conducted, and the results were favorable -- so favorable that it was used as the leading sales argument in the first major brochure advertising the program. But the argument, the publisher told us, fell almost completely flat; most adoptions were won or lost on other grounds entirely.

One publisher, who at various times has been a teacher, supervisor, and university professor, remarked, in response to questions about field-testing and learner-verification, that "It is simply impossible to 'validate' a major new elementary-school program before the first edition is published. It can only be 'validated' after the first edition has been used under varying classroom conditions in different kinds of schools over a period of several years. The second edition therefore could be presented with some evidence that it has been 'validated'." Essentially the same point was made by a major developer when he said that he had always felt that arrangements should be made to test his laboratory's products and programs in near-final form.

Sophisticated consumers are generally aware of the attitudes represented in the preceding paragraphs, some to the point of considerable skepticism about field-testing claims. Several asserted, along with developers and publishers, that a very few well-chosen, well-managed field-testing sites are far more reliable than an impressively large number of sites over which proper controls simply cannot be exercised. Sophisticated consumers, like developers and publishers, also are convinced of the validity of the comment that "new things in education always work -- the first time."

The so-called "Hawthorne effect" can be very powerful indeed!

In summary

There clearly are so many consumer attitudes and shades of attitudes that no "consumer point of view" can be presented in this report. Developers as a group, on the other hand, have certain attitudes and experiences in common, as do educational publishers. Although there are many differences of opinion in these two groups, there is also a certain uniformity -- far more so, certainly, than among consumers.

The following consumer attitudes, however, representing various important segments of opinion, should be recognized by NIE in making its plans for the future.

Consumers, as a group, know very little about what NIE and developers have been doing for the past decade. They should know more, and it is clearly NIE's responsibility to inform them properly in the future.

When consumers hear about hundreds of millions of dollars being spent on educational research and development, they wonder who is doing exactly what, and why, with this money that has been collected from tens of millions of millions of taxpayers, including themselves.

Consumers prefer to adopt materials that are written by individual authors or groups of authors who can be clearly identified, rather than those developed by faceless institutions.

Many consumers believe, on philosophical and emotional grounds, that the development as well as the marketing of instructional materials should be left entirely in the private sector.

Many, perhaps most, consumers now appear to believe that the array of instructional materials offered by educational publishers covers all except very special needs.

The so-called "back-to-basics" trend combined with generally depressed conditions in schools has dampened interest among consumers in adopting innovative and expensive materials,especially those requiring extra teacher training.

All materials submitted for adoption consideration must comply with complex rules and regulations before they can be approved for purchase. Most adoptions are made conservatively.

The more sophisticated consumers regard field-testing claims with considerable skepticism.

This same group also tends to believe that developers and publishers should get together earlier rather than later in the development process.

Regardless of their feelings about public-sector versus private-sector development, all consumers are willing to give attention to any materials developed by anyone that meet needs in areas now being given special attention -- early learning, bi-lingual education, etc. & etc.

Consumers who are aware that hundreds of millions have been spent by the federal government on educational research and development do not usually view this as small in comparison with total sums spent on education, and on other federally-funded activities, but rather as large amounts in themselves.

Very few consumers are fully aware of what a tiny percentage of total school expenditures goes toward the purchase of instructional materials.

Some consumers appear to believe that schools should not have to pay for any materials developed with taxpayers' money.

Even more consumers believe in the more easily defended proposition that, if there is a need that commercial publishers cannot or will not fill, the government should step in and arrange to have suitable materials developed and distributed, using any and all available channels.

A few consumers appear to believe that publishers are only marketers and make little or no contribution to development.

The ultimate consumer

An important opinion expressed in various ways by many consumers, and also by many developers and publishers (and shared by BCMA), serves as a fitting conclusion to this report. "Sometimes I have the feeling that we're not really paying enough attention to the ultimate consumer of educational materials -- the individual child."

TASK VI

PREPARE A FINAL SUMMARY OF ALL OF THE RECOMMENDATIONS AND ACTIVITIES REQUIRED IN THE FOREGOING SECTIONS

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Task VI: Prepare a final summary of all of the recommendations and activities required in the foregoing sections . . . . VI 1 - VI 7

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TASK VI. PREPARE A FINAL SUMMARY OF ALL OF THE RECOMMENDATIONS AND ACTIVITIES REQUIRED IN THE FOREGOING SECTIONS.

In this Task VI report we will summarize briefly the main conclusions reached and the recommendations made in the reports for Task I through Task V.

TASK I. AN ANALYSIS OF THE CURRENT PAS EFFORT

PAS was a commendable effort, developed after an earnest attempt to reach a consensus among the various interested parties. Its costs were certainly very modest in relation to NIE and grantee-contractor costs as a whole, and relatively modest in terms of what PAS actually accomplished. It was efficiently administered.

The purposes of PAS, though clearly enough stated, were never explained sufficiently to developers, however, and instructions about using PAS were inadequate.

The premises on which PAS was founded were never clearly understood by developers and publishers, and the premises themselves were not entirely sound. NIE did not fully understand the nature and complexity of the publishing industry, and they relied initially for advice chiefly on trade associations to which many hundreds of potential publishers of NIE-funded products do not belong.

The mechanism itself should have been improved in several ways. The time lapse between the first draft (by the developer) and distribution should have been no more than a month. Announcement preparation should have been less formal and more individualized. The mailing list should have been enlarged and improved qualitatively.

Many of the 101 PAS announcements apparently described products that had no real publishing potential of any kind, and some described products that possibly made little or no real contribution to education. Many products were never announced through PAS, of course. The vast majority of NIE-funded programs and products were judged to have "little commercial value." Nevertheless, it is NIE's obligation to make it as easy as possible for developers to announce everything that appears to have some publishing potential at an appropriate time (or times) to, in the words of the Copyright Guidelines, "all interested parties." The companies that receive the announcements should be the ones to decide whether or not they wish to explore publishing possibilities. The importance on notifying everyone about everything is underscored by the fact that on several occasions publishers' unfavorable reactions to PAS announcements spurred developers on to attempt to make their products more acceptable in the educational marketplace.

In BCMA's opinion, PAS as an "announcement mechanism" attained its specified objectives reasonably well, but fell considerably short of attaining the objectives that NIE should have established for it.

TASK II. AN ANALYSIS AND EVALUATION OF THE ALTERNATIVES TO PAS

In BCMA's opinion, there are six possible alternatives to the PAS announcement system as it was structured between August 1970 and January 1976. We are listing them here in reverse order of preference.

1. Forgo an announcement mechanism entirely and place the burden of finding publishers entirely on the shoulders of developers as part of their grant requirement.

2. Improve the PAS system as it existed until January 1976. The time lapse between the developer's first draft and the distribution of the announcement should be no more than a month. Announcements should be less formal and more individualized. The mailing list should be enlarged and improved qualitatively.

(Note: Neither of these alternatives is, in BCMA's opinion acceptable, though the second certainly is preferable to the first.)

3. Provide developers with a comprehensive mailing list with appropriate selection criteria and maintenance provisions, and require them to use it according to certain regulations.

4. Modify the PAS structure drastically by requiring all developers to announce all products earlier, and at least twice, in simpler, less formal bulletins distributed to the same mailing list as in alternatives three and six.

5. Announce all government-funded projects "for the record" in a widely-read journal or journals acceptable to a consensus of representative publishers.

6. Announce all government-funded projects through a special newsletter distributed regularly to a comprehensive list of publishers.

In addition to these six alternatives, BCMA recommends that consideration be given to a seventh -- combining either three, four, five, or six with a special personalized effort to assist developers of major programs designed for per-pupil use to find suitable publishers.

TASK III. ANALYSIS OF SPECIAL PROBLEMS ASSOCIATED WITH "THIN MARKET"

TASK IV. ANALYSIS OF THE POTENTIAL ROLE PUBLISHERS COULD PERFORM IN A CONSULTANT OR WORKING ARRANGEMENT WITH THE INSTITUTE IN REGARD TO NEW DEVELOPMENT ACTIVITIES.

Since Task III concerning "thin market" products and Task IV concerning NIE relationships with publishers are closely related, the summaries usually apply to both tasks. The reports we have prepared for these two tasks are problem oriented. They reflect our pragmatic responses to a series of problems that NIE faces in its development and dissemination program.

Among the reasons for the problems according to our analysis are these:

The dichotomy of separating product development from the educational publishing process.

The response of publishers to the developers' requests for proposals has not lived up to expectations for several reasons, including the "back-to-basics" trend and the depressed budgets for books, and, no doubt in some instances, to the nature of the products, including those that publishers consider to be "thin market".

The inclination of the developers often to equate need for a product according to their analysis with effective demand for it by the practitioners who select and purchase instructional materials, or - to state the problem in another way - the assumptions on the part of developers that if they developed a product which to them fulfilled a need the publishers with their marketing capability would create an effective demand for it.

Perhaps, too, the developers underestimated the time lag between the development of innovative instructional materials and the acceptance of them by the educational community. Even the concept of instructional materials R&D is new to many of the educational community.

It has taken time for both publishers and developers to begin to perceive their solid core of shared interests.

The current "return-to-basics" climate and recent studies such as the Impact of Educational Innovations on Student Performance do not encourage the educational community to introduce innovative products.

Conclusions and Recommendations

To analyze the problems associated with the marketing of "thin market" products, we suggest that the analysis be focused on three types of educational publishing: the publishing of instructional materials for classroom use usually on a per-pupil basis; the publishing of professional publications and other types of materials usually for the use of the practitioners; and the publishing of research reports, monographs, and other reports whose main purpose is the cross transfer of knowledge.

For consideration we also suggest that the term "thin market" products or materials may have served its purpose except possibly for "thin markets" where the materials are not available from publishers because they are not a commercially viable product; for example, bilingual products, and the Alaskan readers.

In the development of curriculum materials the developers can increase their publishing possibilities by taking into consideration the average per-pupil expenditure for instructional materials, and the conventional wisdom of district and state selection and adoption rules and regulations. A shared interest of both publishers and developers in per-pupil expenditures is a topic we suggest to NIE for study.

Because there is often a gap between the development of innovative instructional materials and their acceptance by the educational community, we recommend that NIE and the R&D laboratories and centers, and other developers engage in teacher education workshops and teachers institutes devoted to new theories of learning, to strategies for innovation, and to new methods. These workshops and institutes should help to develop a climate for innovative instructional materials during this "back-to-basics" trend.

We suggest that in-service educational materials that have been developed but not published be evaluated by advisors who direct in-service teacher education.

In the interests of NIE's dissemination effort we recommend for consideration publications including monographs that will advance knowledge, but whose potential circulation may require financial assistance to secure a publisher whether that publisher be an R&D laboratory or center, a university press, or a commercial publisher who specializes in such ventures. This financial assistance may be available from several sources including NIE, The Guidelines, it seems to us, describe the procedures for submitting to publishers the type of publications we have described.

For the wider dissemination of information about the products, and especially of the reports of the R&D laboratories and centers, we suggest that the information in catalogs and bulletins issued by the laboratories and centers be consolidated into a single publication and be made available to a mailing list that includes state school officers, the administrators and curriculum coordinators in the districts, the staff members of teacher education departments, and on request.

We also recommend that NIE publish and distribute to a similar mailing list, a newsletter that includes digests of the research and evaluation reports written for the practitioners rather than for the research specialist. This newsletter will enable those practitioners who select and adopt instructional material, to be informed about product development from concept to product.

All of the foregoing proposals are focused on the problems usually associated with "thin market" products.

Since NSF launched PSCS there has been a continuous exchange between publishers and the staff of NSE, NIE and OE, and other agencies engaged in research and development. Of the publishers we interviewed almost all had one or more products on their list that had been developed with federal funds.

Communications between developers and publishers have kept the publishers informed about the NIE research and product development.

During our interview with developers and publishers there was fairly uniform consensus on the advantages of an early publishing agreement between the two parties - even as early as the conceptual stages as several developers and publishers said.

An early agreement between developers and publishers has several advantages including these: the developer has an agreement with a publisher -- the developer has the benefit of the publisher's knowledge of the state of the art and of publisher's technical capabilities, the publisher has the benefit of the developer's innovations and field testing. Both publisher and developer benefit from the early involvement of the publishing staff in the project.

In the publisher and the research and development equation there are too many variables to predict the response of educational publishers to the developers' requests for proposals. However, a request for a proposal that gives publishers an opportunity to contribute their input enhances the possibilities for collaboration.

For the benefit of a mutually advantageous collaboration at an early stage, the terms of the agreement should be reached by mutual consent with the responsibility of each for a final decision -- clearly defined. The agreement should protect the developer's role and take advantage of the publisher's editorial capability.

The R&D laboratories and centers could possibly offer publishers the opportunity to submit proposals for collaboration with the developers -- a proposal suggested to us by the director of an R&D laboratory.

For your consideration we also recommend a collaboration between publishers and developers where the publisher at a clearly defined stage in the development of the product has the right of first refusal. This clearly defined stage is included in the terms of the agreement. Either party can propose the stage where the publisher has right of first refusal.

Another option the developers have to secure the publishers' experience and technical skills is to appoint publishers no longer attached to a firm as members of their advisory boards. As members of the advisory boards, they would be available for temporary duty consultation on the same basis as curriculum specialists.

Although educational publishers may not be of the same mind about federally funded instructional materials development, there does seem to be a consensus among them about the need for federally funded and sponsored educational research that will benefit the educational community, including publishers. Publishers were among the pioneer advocates of educational research.

TASK V. CONSUMER INTEREST AND ISSUES THAT SHOULD MODIFY OR CONSTRAIN ANY OF THE PREVIOUS POLICY RECOMMENDATIONS

"Consumers" are defined in these reports as teachers, supervisors, administrators, and other educators who play some role in making or influencing decisions about the selection and purchase of instructional materials for use in schools (pre-kindergarten through grade 12) and in college and university departments and schools of education.

There are so many consumer attitudes and shades of attitudes that no single "consumer point of view" can be presented.

The following consumer attitudes and opinions, however, should be recognized by NIE in making its plans for the future.

Consumers, as a group, know very little about what NIE and developers have been doing for the past decade. They should know more, and it is clearly NIE's responsibility to inform them properly in the future.

When consumers hear about hundreds of millions of dollars being spent on educational research and development, they wonder who is doing exactly what, and why, with this money that has been collected from tens of millions of taxpayers, including themselves.

Consumers who are aware that hundreds of millions have been spent by the federal government on educational research and development do not usually view this as small in comparison with total sums spent on education, and on other federally-funded activities, but rather as large amounts in themselves.

Few consumers are fully aware of what a tiny percentage of total school expenditures goes toward the purchase of instructional materials.

Some consumers appear to believe that schools should not have to pay for any materials developed with taxpayers' money.

Consumers prefer to adopt materials that are written by individual authors or groups of authors who can be clearly identified, rather than those developed by faceless institutions.

All instructional materials submitted for adoption consideration must comply with complex rules and regulations before they can be approved for purchase. Most adoptions are made conservatively.

The so-called "back-to-basics" trend combined with generally depressed conditions in schools has dampened interest in adopting innovative and expensive materials, especially those requiring extra teacher training.

Many, perhaps most, consumers now appear to believe that the array of instructional materials offered by educational publishers covers all except very special needs.

Many consumers believe, on conceptual and/or emotional grounds, that the development as well as the marketing of instructional materials should be left entirely in the private sector.

Regardless of their feelings about public-sector versus private-sector development, all consumers are willing to give attention to any materials developed by anyone that meet needs in areas now being given special attention -- early learning, bi-lingual education, etc. & etc.

Most consumers probably agree that, if there is a need that commercial publishers cannot or will not fill, the government should be allowed to step in and arrange to have suitable materials developed and distributed, using any and all available channels.

The more sophisticated consumers regard field-testing claims with considerable skepticism.

This same group also tends to believe that developers and publishers should get together earlier rather than later in the development process.

Only a very few consumers appear to believe that publishers are only marketers and make little or no contribution to development.

The ultimate consumer

An important opinion expressed in various ways by many consumers, and also by many developers and publishers (and shared by BCMA), should be noted particularly. "Sometimes I have the feeling that we're not really paying enough attention to the ultimate consumer of educational materials -- the individual child."